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LEGISLATIVE HISTORY

Public Law 85-883

S. J. Res. 135

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## Index and summary of S. J. Res. 135

Jan.	9, 1958	Sen. Anderson introduced and discussed S. J. Res. 135 which was referred to the Senate Interior and Insular Affairs Committee. Remarks of Sen. Anderson and print of bill as introduced.
Jan.	30, 1958	Rep. Holifield introduced H. J. Res. 521 which was referred to the House Interior and Insular Affairs Committee. Print of bill as introduced.
Apr.	24, 1958	Senate subcommittee ordered S. J. Res. 135 reported with amendments.
Apr.	29, 1958	Senate committee ordered S. J. Res. 135 reported with amendments.
May	19, 1958	Senate committee reported S. J. Res. 135 with amendment. S. Report No. 1593. Print of bill and report.  Sens. Anderson and Wiley commented on the bill.
May	21, 1958	Senate passed over S. J. Res. 135 at the request of Sen. Talmadge.
June	10, 1958	Senate passed S. J. Res. 135 as reported.
June	11, 1958	S. J. Res. 135 was referred to the House Interior and Insular Affairs Committee. Print of bill as referred.
Aug.	1, 1958	House subcommittee ordered S. J. Res. 135 reported with amendment.
Aug.	4, 1958	House committee <sup>ordered</sup> /reported S. J. Res. 135 with amendment.
Aug.	5, 1958	House committee reported S. J. Res. 135 with amendments. H. Report No. 2450. Print of bill and report.
Aug.	12, 1958	House passed S. J. Res. 135 under suspension of the rules.
Aug.	13, 1958	Senate conferees were appointed on S. J. Res. 135.
Aug.	14, 1958	House conferees were appointed on S. J. Res. 135.
Aug.	18, 1958	Conferees agreed to file a report.
Aug.	19, 1958	House received the conference report on S. J. Res. 135. H. Report No. 2674. Print of report.



Index and summary of S. J. Res. 135, cont'd:

Aug. 21, 1958 Both Houses agreed to the conference report on  
S. J. Res. 135.

Sep. 2, 1958 Approved: Public Law 85-883.

HEARING: Senate Interior and Insular Affairs Committee  
on S. J. Res. 135; March 20 and 21, 1958.



DIGEST OF PUBLIC LAW 85-883

SALT WATER DISTILLATION DEMONSTRATION PLANTS. Provides that the Secretary of Interior shall provide for the construction, operation, and maintenance of not less than 5 demonstration plants for the production from sea water or brackish water, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses. The plants are to be designed to demonstrate the reliability, engineering, operating, and economic potentials of the sea or brackish water conversion processes, the Secretary is to select from among the most promising of the presently known processes, and each plant is to demonstrate a different process. Provides that 3 of the plants are to be designed for the conversion of sea water, one to be located on the west coast, one on the east coast, and one on the gulf coast of the U. S. The other plants are to be designed for the treatment of brackish water, one to be located in the Northern Great Plains, and one in the Southwest. Provides that at the expiration of 7 years from the date of approval of this Act, the Secretary shall dispose of the demonstration plants to the highest bidder, or as otherwise directed by Congress.









85TH CONGRESS  
2D SESSION

# S. J. RES. 135

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IN THE SENATE OF THE UNITED STATES

JANUARY 9, 1958

Mr. ANDERSON introduced the following joint resolution; which was read twice  
and referred to the Committee on Interior and Insular Affairs

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## JOINT RESOLUTION

Providing for the construction by the Department of the Interior  
of a full-scale demonstration plant for the production, from  
sea or other saline waters, of water suitable for agricultural,  
industrial, municipal, and other beneficial consumptive uses.

1       *Resolved by the Senate and House of Representatives*  
2   *of the United States of America in Congress assembled,*  
3   That the Secretary of the Interior shall, pursuant to the pro-  
4   visions of the Act of July 3, 1952 (66 Stat. 328), as  
5   amended, and in accordance with this joint resolution, pro-  
6   vide for the construction of a full-scale demonstration plant  
7   for the production, from sea or other saline waters, of water  
8   suitable for agricultural, industrial, municipal, and other bene-  
9   ficial consumptive uses, through the utilization of the ionic-

1 membrane process, or one of the three most promising saline-  
2 water conversion processes currently under study in the De-  
3 partment of the Interior. A decision with respect to the  
4 process to be utilized in such plant shall be made by the Sec-  
5 retary within six months after the date of approval of this  
6 joint resolution, and the construction of such plant shall  
7 proceed as rapidly thereafter as is practicable.

8       SEC. 2. There are authorized to be appropriated such  
9 sums not in excess of \$10,000,000 as may be necessary to  
10 carry out the provisions of this joint resolution.



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## JOINT RESOLUTION

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Providing for the construction by the Department of the Interior of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

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By Mr. ANDERSON

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JANUARY 9, 1958

Read twice and referred to the Committee on Interior  
and Insular Affairs



The amendment which I now offer extends the disaster loans to small businesses who can show substantial economic injury resulting from excessive rainfall, heavy insect infestations, and other natural causes in areas which the President of the United States or the Secretary of Agriculture has declared major disaster areas. These conditions are identical with the requirements for FHA disaster loans.

These Small Business Administration disaster loans will be used solely to provide relief for injury directly attributed to these conditions. Loans may be used to provide ordinary working capital to replenish normal inventory and to pay financial obligations which the borrower would have been able to meet had it not been for the loss of revenue resulting from these adverse conditions. Interest on these loans would be 3 percent and the term of the loan, based on borrowers' ability to pay, cannot exceed 20 years. Local banks would be eligible to participate in this loan program or the Small Business Administration could make direct loans.

Mr. President, the need for credit in agricultural areas and especially in my State is critical, and I hope that this bill will receive immediate attention and support in the Senate.

I send the bill to the desk and ask unanimous consent that it be printed in the RECORD at this point.

The VICE PRESIDENT. The bill will be received and appropriately referred, and, without objection, the bill will be printed in the RECORD.

The bill (S. 2959) to amend the Small Business Act of 1953, as amended, so as to permit the making of loans to small business concerns which have suffered substantial economic injury because of certain disasters, introduced by Mr. STENNIS, was received, read twice by its title, referred to the Committee on Banking and Currency, and ordered to be printed in the RECORD, as follows:

*Be it enacted, etc.,* That section 207 (b) (1) of the Small Business Act of 1953, as amended (15 U. S. C. 636), is amended to read as follows:

"(1) to make loans (either directly or in cooperation with banks or other lending institutions through agreements to participate on an immediate or deferred basis) as the Administration may determine to be necessary or appropriate because of floods or other catastrophes, including necessary or appropriate loans to any small business concern located in an area affected by any such flood or other catastrophe if the Administration determines that the small business concern has suffered a substantial economic injury as a result of such flood or other catastrophe, and the President has determined under the act entitled 'An act to authorize Federal assistance to States and local governments in major disasters, and for other purposes,' approved September 30, 1950, as amended (42 U. S. C., secs. 1855-1855g), that such flood or other catastrophe is a major disaster, or the Secretary of Agriculture has found under the act entitled 'An act to abolish the Regional Agricultural Credit Corporation of Washington, District of Columbia, and transfer its functions to the Secretary of Agriculture, to authorize the Secretary of Agriculture to make disaster loans, and for other purposes,' ap-

proved April 6, 1949, as amended (12 U. S. C., secs. 1148a-1-1148a-3), that such flood or other catastrophe constitutes a production or economic disaster in such area: *Provided*, That no such loan including renewals and extensions thereof may be made for a period or periods exceeding 20 years: *And provided further*, That the interest rate on the Administration's share of loans made under this paragraph shall not exceed 3 percent per annum."

#### AMENDMENT OF COLORADO RIVER STORAGE PROJECT ACT

Mr. ANDERSON. Mr. President, I introduce for appropriate reference, a bill to amend the Colorado River Storage Project Act in order to limit the interest rate applicable to the power units of the reclamation storage projects authorized by this act. The need for such a limit was covered by a speech I made to the National Reclamation Association at Phoenix last November.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 2961) to amend the Colorado River Storage Project Act in order to limit the interest rate applicable to each unit of a storage project and each participating project constructed pursuant to such act, introduced by Mr. ANDERSON, was received, read twice by its title, and referred to the Committee on Interior and Insular Affairs.

#### PROPOSED AMENDMENTS TO THE CONSTITUTION RELATING TO INABILITY OF THE PRESIDENT TO PERFORM HIS DUTIES

Mr. KEFAUVER. Mr. President, I introduce two joint resolutions for appropriate reference. The resolutions propose an amendment to the Constitution, on a different kind of basis, the first to authorize Congress to determine the inability of the President of the United States to discharge the powers and duties of his office.

Another joint resolution would establish a committee to determine the inability of the President to discharge the powers and duties of his office.

I wish to announce that some time in the latter part of this month the Subcommittee on Constitutional Amendments of the Committee on the Judiciary will hold hearings on these joint resolutions and on a number of other resolutions and proposals which are pending before that subcommittee.

The VICE PRESIDENT. The joint resolutions will be received and appropriately referred.

The joint resolutions, introduced by Mr. KEFAUVER, were received, read twice by their titles, and referred to the Committee on the Judiciary, as follows:

S. J. Res. 138. Joint resolution proposing an amendment to the Constitution of the United States to make provision for the Congress to determine the inability of the President of the United States to discharge the powers and duties of his office; and

S. J. Res. 134. Joint resolution proposing an amendment to the Constitution of the United States to establish a committee to determine the inability of the President to discharge the powers and duties of his office.

#### CONSTRUCTION OF PLANT FOR PRODUCTION FROM SEA OR OTHER SALINE WATERS, WATER SUITABLE FOR BENEFICIAL CONSUMPTIVE USES

Mr. ANDERSON. Mr. President, our civilization is increasingly dependent upon an ample supply of fresh water. One of our large industrial firms has made a study of our use of fresh water in this country, and has come up with the rather astonishing estimate that more than 1,000 gallons of fresh water are required daily for every man, woman, and child in the United States. This figure is rising every day, just as our population rises.

Obviously, each of us does not drink that much water every day. We consume only about 40 gallons of drinking water per day per person, according to official Government studies; and we do not actually drink all of that.

The remainder of our huge daily consumption of fresh water goes into the making of steel and other industrial products, into the food and textile industries, into the chemical industry, and into the production of the food we eat.

Fortunately the United States was blessed by nature with a large supply of clean fresh water. The immense industrial and agricultural wealth of the country has been a direct result of our fortunate water supply.

But even such a continent as North America does not have uniform water distribution. There are desert areas and areas which, although water is plentiful, are blighted by the fact that the water is brackish or otherwise unfit for drinking or for irrigation. So the demand for water in these areas is never met; use does not increase, because men and industries have located elsewhere.

For centuries men have sought ways to convert the unlimited waters of the seas into fresh water. The Dead Sea is an example of unusable water in an arid land. In our own country we have similar areas where salt and other minerals make water unusable.

Ways have been devised to de-salt sea water and to remove objectionable elements from brackish water, but almost without exception they have been too expensive for use on anything but a very limited scale.

Recognizing that the United States is rapidly outgrowing its water supply—despite conscientious efforts to store and use all available natural supplies—the Congress voted in 1952 to set up funds for a special study. This study has been conducted by the Office of Saline Water Research, in the Department of Interior. In the ensuing years, several methods have been examined for converting sea water and other water to beneficial use. Some of these methods have shown promise; others have not. Meanwhile the need for fresh water has not diminished.

Until the past few months, a number of our southwestern cities were in acute need of water. Dallas, for example, was almost desperate for any new source of water with which to keep up pressure in



its water mains and thus protect against disastrous fires. Nature has since relieved the emergency. However, the next drought period will find the water shortage returning with perhaps even greater severity.

Also to be considered is the growing awareness today that the United States is in a technological battle for its very life. We cannot continue to assume that we shall have adequate manpower and materials to be diverted to a search for water when we are, at last, confronted with an overwhelming need. The time is at hand for us to utilize the study efforts of this program. It is true that we have not yet perfected a sure-fire process, or one which will produce water at a budget price. Likewise, we have not tested our best processes in any large way, regardless of cost. We have, however, managed to spend rather considerable sums.

Mr. President, I believe that we now must do in the saline water research program what we did in the atomic energy program, namely, we must select 3 or 4 of our most promising processes, as they stand today, and then build from them at least one large-scale demonstration plant. At the going cost rate of \$10 million, such a plant will be relatively cheap to build, and may possibly be the best investment we ever made.

Another factor, from my viewpoint, is the decided attractiveness of this program to nations in the Middle East. A contribution to the water supply in that part of the world might be of vastly greater long-range importance than the arming of the various nations with atomic weapons. The Middle East is a place where demonstration plants might be set up, although I do not minimize the need in this country. Let me state what happened when Egypt seized the Suez Canal. An American-made portable ionic-membrane saline water conversion plant was captured by Egyptian authorities in Cairo, where it had been unloaded for trans-shipment to another Middle-East nation. Egyptian technicians quickly recognized the value of such a plant to the Egyptian Army. Inquiries which were made led to contacts by the Egyptian Government with the manufacturer of the plant—Ionics, Inc., of Boston. Egypt offered to pay for the plant, although it might have kept it without paying. After brief negotiations, Egypt paid for the plant, and ordered a second one. It is now on its way.

I cite this incident to illustrate my point that wars can be laid aside, policies neutralized, and bargains made when water is at stake. With this program, we could bring water to the Middle-East. We could rebuild some of our sagging esteem in that part of the world; we could insure that in this area at least we would have our sputniks abreast the Russians', and we could do our own economy a priceless good turn.

This is no idle possibility. Great strides are being made in saline-water conversion by the Governments of the Netherlands and South Africa. In view of the interest and competency of the Soviet Union, we must assume that the Russians are working on this problem, too.

So, I say, Mr. President, that the saline-water-research program needs a boost. It needs an opportunity to prove itself. For that reason, I am introducing a joint resolution for appropriate reference, and ask unanimous consent that the text of the joint resolution be printed at this point in the CONGRESSIONAL RECORD.

The VICE PRESIDENT. The joint resolution will be received and appropriately referred; and, without objection, the joint resolution will be printed in the RECORD.

The joint resolution (S. J. Res. 135) providing for the construction by the Department of the Interior of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, introduced by Mr. ANDERSON, was received, read twice by its title, referred to the Committee on Interior and Insular Affairs, and ordered to be printed in the RECORD, as follows:

*Resolved, etc., That the Secretary of the Interior shall, pursuant to the provisions of the act of July 3, 1952 (66 Stat. 328), as amended, and in accordance with this joint resolution, provide for the construction of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, through the utilization of the ionic-membrane process, or one of the three most promising saline-water conversion processes currently under study in the Department of the Interior. A decision with respect to the process to be utilized in such plant shall be made by the Secretary within 6 months after the date of approval of this joint resolution, and the construction of such plant shall proceed as rapidly thereafter as is practicable.*

SEC. 2. There are authorized to be appropriated such sums, not in excess of \$10 million, as may be necessary to carry out the provisions of this joint resolution.

#### FIRST SUPPLEMENTAL APPROPRIATION BILL, 1958—AMENDMENT

Mr. THYE submitted an amendment, intended to be proposed by him to the first supplemental appropriation bill for the fiscal year ending June 30, 1958, and for other purposes, which was referred to the Committee on Appropriations and ordered to be printed.

#### AMENDMENT OF SMALL BUSINESS ACT OF 1953—AMENDMENTS

Mr. THYE submitted amendments, intended to be proposed by him, to the bill (S. 1789) to amend the Small Business Act of 1953 (title II of Public Law 163, 83d Cong.), as amended, which were referred to the Committee on Banking and Currency and ordered to be printed.

#### MAINTENANCE OF COMPETITIVE CAPITALISM IN THE UNITED STATES

Mr. BUTLER. Mr. President, on December 11, 1957, it was my pleasure to address the Merchant Club of Baltimore. My remarks were directed at the problem of maintaining competitive capi-

talism in the United States. We depend on American industry today to provide the materiel for our national defense. We must also convince the underdeveloped nations that our society based on competitive capitalism is the desirable model for their own economic advancement.

With this end in view, I discussed some of the problems which confront the Senate in connection with the problem of strengthening and improving the operation of our antitrust statutes during the current session of the Congress.

Mr. President, I ask unanimous consent that my address to the Merchant Club of Baltimore be incorporated in the body of the RECORD.

There being no objection, the address was ordered to be printed in the RECORD, as follows:

INDUSTRY AND NATIONAL DEFENSE—SPEECH BY SENATOR JOHN MARSHALL BUTLER, WEDNESDAY CLUB, MERCHANT CLUB, BALTIMORE, MD., DECEMBER 11, 1957

It is indeed a pleasure to meet with this distinguished gathering of Baltimore's business and professional leaders.

Russia's success in launching missiles into outer space requires a reappraisal of many of our national policies. However, this does not call for hysteria. The time has come when we must recognize the fundamental strengths inherent in the American way of life and use them to our utmost potential.

We are in a contest of ideologies. We believe that man can advance his material well-being without sacrificing his freedom. We believe in the God-given right of individuals to develop their capacities as free men. Our adversaries believe that man exists for the state. Nikita Khrushchev boasted that our grandchildren would live under socialism. It is our task not only to insure the survival of our Nation in a physical sense, but also to preserve a free society. Thereby we will guarantee that Khrushchev's statement will never become a reality.

The strengthening of our defenses places responsibilities on both Government and private enterprise. The executive branch is constantly evaluating the capabilities and intentions of our adversaries, our allies, and the uncommitted nations. From these assessments, programs are developed to produce offensive and defensive forces which will deter aggression and enhance the peace of the world. The Congress reviews the plans prepared by the Executive, makes modifications, authorizes their execution, and then appropriates the necessary funds. We look toward private enterprise to undertake fundamental research, to develop weapons, and to produce them.

May I remind you that our industrial strength lies not only in the facilities to produce planes, ships, rockets, tanks, and guns, but also in the industries producing chemicals, petroleum, steel, aluminum, magnesium, and other nonferrous metals, as well as the transportation and communication facilities to tie our economy together.

In World War II the Manhattan district was charged with the development of the atomic bomb. Some believe that this Government group was solely responsible for its production. Nothing could be further from the truth. Government officials made the decision to embark on this project, and they coordinated its progress. However, private enterprise built the Oak Ridge diffusion plant and the Hanford plutonium plant. These were the critical elements in making atomic energy a potent force.

Industry through its support of research activities for peaceful purposes already had teams of trained scientists and engineers.









85TH CONGRESS  
2D SESSION

# H. J. RES. 521

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IN THE HOUSE OF REPRESENTATIVES

JANUARY 30, 1958

Mr. HOLIFIELD introduced the following joint resolution; which was referred to the Committee on Interior and Insular Affairs

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## JOINT RESOLUTION

Providing for the construction by the Department of the Interior of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

- 1       *Resolved by the Senate and House of Representatives*
- 2   *of the United States of America in Congress assembled,*
- 3   That the Secretary of the Interior shall, pursuant to the pro-
- 4   visions of the Act of July 3, 1952 (66 Stat. 328), as
- 5   amended, and in accordance with this joint resolution, pro-
- 6   vide for the construction of a full-scale demonstration plant
- 7   for the production, from sea or other saline waters, of water
- 8   suitable for agricultural, industrial, municipal, and other bene-
- 9   ficial consumptive uses, through the utilization of the ionic-

1 membrane process, or one of the three most promising saline-  
2 water conversion processes currently under study in the De-  
3 partment of the Interior. A decision with respect to the  
4 process to be utilized in such plant shall be made by the Sec-  
5 retary within six months after the date of approval of this  
6 joint resolution, and the construction of such plant shall  
7 proceed as rapidly thereafter as is practicable.

8       SEC. 2. There are authorized to be appropriated such  
9 sums not in excess of \$10,000,000 as may be necessary to  
10 carry out the provisions of this joint resolution.

THE UNIVERSITY OF CHICAGO

PHYSICS DEPARTMENT

CHICAGO, ILL.

RECEIVED

THE UNIVERSITY OF CHICAGO  
PHYSICS DEPARTMENT  
CHICAGO, ILL.

1954

RECEIVED

## JOINT RESOLUTION

Providing for the construction by the Department of the Interior of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

By Mr. HOLIFIELD

JANUARY 30, 1958

Referred to the Committee on Interior and Insular  
Affairs







April 24, 1958

for preventing farm income losses and discussed the technological advances and rising land costs which increase the economic pressure on farmers.

Sen. Case, S.D., commended Sen. Carlson's proposals. pp. 6510-13

18. PUBLIC WORKS. Sen. Sparkman urged enactment of S. 3497, the community facilities loan bill, and inserted a summary of the needs for such projects in Ala. pp. 6497-9
  19. RECLAMATION. Concurred in the House amendments to S. 1031, to authorize the Interior Department to construct, operate, and maintain four irrigation units of the Greater Wenatchee Division, Chief Joseph project, Wash. This bill will now be sent to the President. p. 6497
  20. SALINE WATER. The Irrigation and Reclamation Subcommittee ordered reported to the Interior and Insular Affairs Committee with amendments S. J. Res. 135, to authorize the Interior Department to construct a salt-water conversion demonstration plant. p. D344
  21. FUTURE SCIENTISTS. Sen. Yarborough inserted the text of S. 3642, to accelerate secondary school education in the natural sciences, with a provision for Future Scientists of America Clubs based on the Future Farmers of America idea. p. 6434
  22. FOREIGN TRADE. Sen. Malone discussed the foreign trade policies of the U. S. and opposed any extension of the Reciprocal Trade Agreements Act. pp. 6440-8
  23. RECLAMATION. The Irrigation and Reclamation Subcommittee ordered reported to the Interior and Insular Affairs Committee the following bills:
    - S. 2215, to authorize the Interior Department to construct, operate, and maintain the Spokane valley projects; and
    - H. R. 6940, to authorize the Interior Department to reimburse owners of lands acquired under the Federal reclamation laws for their moving expenses. p. D344
- ITEMS IN APPENDIX
24. RESEARCH. Extension of remarks of Sen. Carlson inserting Arthur D. Weber's, Kansas State College, article describing agricultural research and education in India. pp. A3715-6
  25. FLOOD CONTROL. Sen. Johnson inserted telegrams expressing regret over the veto of the rivers and harbors bill. pp. A3716-7
    - Extension of remarks of Rep. Brooks inserting Gen. G. L. Person's address on further development and uses of our rivers and harbors. pp. A3737-8
  26. INFORMATION. Extension of remarks of Rep. Hull inserting an article on the withholding of information by Government agencies and stating it "advances an urgent plea for wisdom and fairness in dispensing Government information." p. A3719
  27. DISTRESSED AREAS. Extension of remarks of Rep. Van Zandt urging Congress to take immediate and positive action in providing assistance to areas with excessive unemployment. pp. A3721-2
  28. FORESTS. Rep. Porter inserted an article describing how the lumber industry is progressively and resourcefully undertaking to promote the use of wood and wood products. p. A3724

29. ELECTRIFICATION. Sen. Kefauver inserted an article, "The Birth of TVA." p. A3729
30. FOREIGN AID. Extension of remarks of Rep. Lane inserting an editorial, "The Case for Aid," and stating it points out that, after all the arguments are in, the decision is in favor of foreign aid. p. A3730
31. SURPLUS FOOD. Rep. Griffiths inserted a letter in support of a food stamp plan for the distribution of surplus commodities. p. A3733
32. FARM PRICES. Extension of remarks of Sen. Mundt inserting an editorial, "Who Gets It?", discussing the "distressed situation" which prevails because the farmers receive such a small percentage of what the consumer pays for foodstuffs. p. A3734
33. SMALL BUSINESS. Rep. Multer inserted Gov. Rosellini's, Wash. State, remarks and recommendations asking Congress for legislation to aid small business. pp. A3734-5
34. TRANSPORTATION TAX. Sen. Neuberger inserted a newspaper editorial stating that the railroads had hoped the Administration would recommend a repeal of the present excise taxes on transportation rather than a lending program to aid them. p. A3739
35. FUTURE FARMERS. Rep. Whitten inserted an article on the accomplishments of young farmers, "Duck Hill Has 16 FFA Members Who Earned Top Degree - Record for State Comes Under Instructor Trapp." pp. A3751-52
36. FARM PROGRAM. Rep. Smith, Kan., inserted an editorial critical of the Secretary's farm policies, "Where Does Liberty End and Protection Start?". p. A3752

#### BILLS INTRODUCED

37. NEWSPRINT. H. R. 12157, by Rep. Bennett, Mich., to provide financial assistance through the Small Business Administration for the construction of a pilot plant experimental newsprint paper mill, to authorize research activities in connection with such plant; to Banking and Currency Committee.
38. SURPLUS COMMODITIES. H. R. 12160, by Rep. Dingell, to authorize the Secretary of Agriculture to provide varied commodities to schools and institutions and for needy persons and families out of funds appropriated for diversion of surplus agricultural commodities; to Agriculture Committee.  
H. R. 12164, by Rep. Johnson, to amend the Agricultural Act, as amended, to permit use of Federal surplus foods in nonprofit summer camps for children; to Agriculture Committee. Remarks of author. p. 6394
39. PROPERTY. H. R. 12165, by Rep. Lane, to extend for 2 years the period for which payments in lieu of taxes may be made with respect to certain real property transferred by the Reconstruction Finance Corporation and its subsidiaries to other Government Departments; to Government Operations Committee.
40. RECLAMATION. H. R. 12170, by Rep. Montoya, to authorize the Secretary of the Interior to construct, operate and maintain the Navaho Indian irrigation project and the initial stage of the San Juan-Chama project as participating projects of the Colorado River storage project; to Interior and Insular Affairs Committee.







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued April 30, 1958  
For actions of April 29, 1958  
85th-2d, No. 67

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HIGHLIGHTS: House committee ordered reported bill to extend mutual security program. Rep. Sullivan criticized Secretary's suspension of poultry inspection regulation. Sen. Watkins introduced and discussed bill to extend and expand fish and wildlife conservation programs.

## SENATE

- 1. FORESTRY.** The Interior and Insular Affairs Committee ordered reported with amendments S. 3051, to provide alternatives of either private or Federal acquisition of the part of the Klamath Indian forest lands which must be sold under the termination act. p. D362  
Sen. Neuberger inserted an article he wrote, "Solving the Stubborn Klamath Dilemma," in which he urged that the Federal Government acquire the Klamath lands for the National Forest system. pp. 6823-5
- 2. SALINE WATER.** The Interior and Insular Affairs Committee ordered reported with amendments S. J. Res. 135, to authorize the Interior Department to construct and operate a salt-water conversion demonstration plant. p. D363
- 3. RECLAMATION.** The Interior and Insular Affairs Committee reported without amendment S. Res. 299, to accelerate construction of various reclamation projects in 17 Western States. Sens. Anderson, Johnson, and Case, S. D., discussed the measure, which would increase reclamation spending for 1959 from \$230 million as proposed by the President, to \$300 million..pp. 6847-8

4. FARM PROGRAM. Sen. Javits inserted his report to his constituents on recent actions of Congress, explaining his position on the dairy and farm price support and acreage allotment freeze measures, and his support for extension of Public Law 480 and other programs. pp. 6812-15
5. ECONOMIC SITUATION. Sen. Johnson commended the Senate for passing various measures to combat recession and urged the House to act on the measures. p. 6791  
Sen. Humphrey inserted six articles on the present economic situation, and asserted that action was needed to halt recession. pp. 6818-23
6. WHEAT AGREEMENT. Sen. Humphrey inserted a pamphlet, "The Arab Campaign Against American Jews," which included a section on the effect of an alleged boycott on the International Wheat Agreement. The pamphlet states that Arab refusal to handle wheat shipped on "blacklisted" vessels increases shipping costs which are paid in part (through Federal subsidy) by American taxpayers. pp. 6817-18
7. YOUTH CONSERVATION. Sen. Humphrey inserted a resolution of the Lewiston, Idaho, Farmers Union local, urging enactment of S. 3582 to establish a Youth Conservation Corps. p. 6795
8. INTERIOR APPROPRIATIONS. The Interior Department and related agencies appropriation bill for 1959, including Forest Service items, H. R. 10746, was made the Senate's pending business, and Sen. Johnson announced that it would be considered Wed., Apr. 30. p. 6846

#### HOUSE

9. MUTUAL SECURITY. The Foreign Affairs Committee ordered reported H. R. 12181, to extend the mutual security program. p. D364
10. CONTRACTS. Both Houses received from GSA a report on contracts negotiated for research and development purposes for the six-month period ending Dec. 31, 1957. pp. 6793, 6886
11. COPYRIGHTS. The Judiciary Committee reported with amendment H. R. 8419, to provide a legal remedy for owners of copyrights against infringements by the U. S. p. D365
12. PERSONNEL. The Judiciary Committee tabled H. R. 4757 and 5267 to grant certain employees of the Departments of Labor, Commerce, HEW, the General Services Administration, and Federal probation officers protection of the Criminal Code against assaults and homicides. p. D365
13. LEGISLATIVE PROGRAM. Rep. McCormack announced that the bill to extend unemployment compensation benefits would be taken up Wed., Apr. 30, and would probably be debated for the remainder of the week. p. 6872

#### ITEMS IN APPENDIX

14. ELECTRIFICATION. Extension of remarks of Sen. Neuberger inserting an article, "The Columbia: Mightiest Power Builder on Earth," describing the water and power resources of the Columbia River. pp. A3863-4  
Rep. Scudder inserted an editorial favoring the proposed Trinity River project. pp. A3877-8







# Digest of CONGRESSIONAL PROCEEDINGS

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued May 20, 1958  
For actions of May 19, 1958  
85th-2d, No. 78

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**HIGHLIGHTS:** Senate committee reported bill to amend Federal Seed Act. House committee reported Commerce appropriation bill. Rep. Dixon urged transfer of certain functions under Packers and Stockyards Act.

### HOUSE

1. **FORESTRY.** Passed as reported H. R. 6198, to authorize the Secretary of the Interior, with the approval of the Secretary of Agriculture, to exclude not more than 10 acres of land from the Sequoia National Park to become a part of the Sequoia National Game Refuge within the Sequoia National Forest. p. 8053
2. **LIVESTOCK DISEASES.** Passed without amendment H. R. 12126, to extend to wild animals the same prohibition against entry into the U. S. as domestic animals from any country where rinderpest or foot-and-mouth disease exists. pp. 8051-52
3. **COPYRIGHTS.** Passed as reported H. R. 8419, to provide a legal remedy for owners of copyrights against infringements by the Government. pp. 8048-49
4. **APPROPRIATIONS.** The Appropriations Committee reported without amendment H. R. 12540, the Commerce and related agencies appropriation bill for 1959 (H. Rept. 1725). p. 8101  
Conferees were appointed on H. R. 10746, the Interior and related agencies appropriation bill for 1959, including the Forest Service. Senate conferees were appointed Apr. 30. p. 8042



The "Daily Digest" states that "conferees continued, in executive session, to resolve the differences between the Senate- and House-passed versions of H. R. 11767, fiscal 1959 appropriations for the Department of Agriculture and Farm Credit Administration, but did not conclude their work and recessed subject to call of the chair." p. D434

5. WHEAT. The "Daily Digest" states as follows: "Committee on Agriculture: Subcommittee on Wheat met in executive session and recommended to the full committee that provisions of H. R. 12112 (amended) be made into a committee print for inclusion in an omnibus farm bill." The bill provides for the establishment of a domestic parity plan for wheat. p. D433
  6. MEATPACKERS. Rep. Dixon spoke in favor of the transfer of certain functions under the Packers and Stockyards Act to the Federal Trade Commission, and stated that he intended to offer the language of S. 1356, as passed by the Senate, for H. R. 9020 when this legislation is considered by the House. p. 8062
  7. TVA. Rep. Evins, and others, spoke in commemoration of the 25th anniversary of the TVA, and praised the work of the agency. pp. 8070-78
  8. FEDERAL-STATE RELATIONSHIPS. Rep. Cramer discussed Federal-State relationships, and stated that "we ... must make an about face and return federally usurped authorities and responsibilities to the States." pp. 8078-85
- SENATE
9. THE AGRICULTURE AND FORESTRY COMMITTEE reported the following bills:
    - S. 1939, without amendment, to amend the Federal Seed Act (S. Rept. 1590);
    - H. R. 6765, without amendment, to repeal the prohibition against cotton acreage reports based on farmers' planting intentions (S. Rept. 1591);
    - S. 3076, without amendment, to authorize the transportation in the U. S. of live foot-and-mouth disease virus for research purposes (S. Rept. 1589).p. 7977
  10. WEED CONTROL. The Agriculture and Forestry Committee reported an original bill S. 3861, providing for the control of noxious weeds on Federal lands (in lieu of S. 672 and S. 2490) (S. Rept. 1588). p. 7979
  11. SALINE WATER. The Interior and Insular Affairs Committee reported with amendment S. J. Res. 135, to authorize the Interior Department to construct and operate a salt-water conversion demonstration plant (S. Rept. 1593). Sens. Anderson and Wiley commented on the bill. pp. 7977-9
  12. WILDLIFE; INSECTICIDES. The Interstate and Foreign Commerce Committee reported with amendments S. 2447, to authorize studies of the effects of insecticides upon fish and wildlife (S. Rept. 1592). p. 7977
  13. RECLAMATION. Passed without amendment H. R. 6940, to reimburse owners of lands acquired under the Federal reclamation laws for their moving expenses. This bill will now be sent to the President. pp. 8020-8038
  14. MINING. Passed as reported S. 3199, to provide that the period for doing annual assessment work on unpatented mineral claims would be from Aug. 15 to Aug. 15, commencing in 1959. pp. 8038-9



SALINE WATER PROGRAM

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MAY 19, 1958.—Ordered to be printed

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Mr. ANDERSON, from the Committee on Interior and Insular Affairs,  
submitted the following

## REPORT

[To accompany S. J. Res. 135]

The Committee on Interior and Insular Affairs, to whom was referred the joint resolution (S. J. Res. 135) providing for the construction by the Department of the Interior of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, having considered the same report favorably thereon, with an amendment in the nature of a substitute, and recommend that the joint resolution, as amended, do pass.

## ADDITIONAL COSPONSORS

Senate Joint Resolution 135 was introduced in the Senate on January 9 by Senator Anderson. S. 3370, sponsored by Senator Case (South Dakota), with the same general objectives, was introduced on March 11, 1958. On April 1, by leave of the Senate, Mr. Case (South Dakota) and Mr. Kuchel (California) became cosponsors of Senate Joint Resolution 135. The name of the senior Senator from Wisconsin (Mr. Wiley) was added as a cosponsor on May 19, 1958, by leave of the Senate.

## TEXT OF AMENDED OR SUBSTITUTE RESOLUTION

As reported by the committee, the preamble of the substitute resolution (S. J. Res. 135), together with the title as amended, sets forth fully the urgency for the Congress to take the leadership in preparing to meet a national water problem that is already confronting many areas of the country. The resolution outlines a program for tackling a critical problem and places the responsibility squarely on the Secretary of the Interior to meet the situation which is expanding to an extent that indicates catastrophic proportions in a few

years. The text of the resolution with the title, as amended and reported, is as follows:

Providing for the construction by the Department of the Interior of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

*Whereas official Government reports show unmistakably that the United States population is multiplying at a rate which by 1980 will triple the demand for supplies of fresh water, which if not available will adversely affect the national defense by jeopardizing the economic welfare and general wellbeing of vast segments of the population of the United States, as well as the population of some of our Territorial possessions; and*

*Whereas many cities, towns, and rural areas are already confronted by shortages of potable water that imperil health; and*

*Whereas the expanding population, industry, and agriculture of the United States are becoming increasingly dependent upon an assured augmented supply of fresh water while the future welfare and national defense of the United States rest upon increased sources of fresh water; and*

*Whereas research by governmental agencies, educational institutions, and private industry has brought about the evolution, on a limited scale, of methods of desalting sea water and the treatment of brackish water which give promise of ultimate economical results; and*

*Whereas the United States Government has the responsibility, along with safeguarding the national defense, and protecting the health, welfare, and economic stability of the country, to transform these experiments into production tests on a scale not possible of achievement otherwise; and*

*Whereas the Congress recognized its responsibility in this field by the enactment in 1952 of the Saline Water Act (66 Stat. 328); reaffirmed its position by the amendments to such Act in 1955 (69 Stat. 198); and the legislative history of such Acts reveals that the Congress recognized even then that the time had arrived for tackling the problem more realistically and effectively, but unfortunately the program was limited to such an extent that concrete results are not possible of attainment under the provisions of existing legislation; and*

*Whereas the Congress now finds it is in the national interest to demonstrate, with the least possible delay, in actual production tests, the several optimum aspects of the construction, operation, and maintenance of sea water conversion and brackish water treatment plants: Now, therefore, be it*

*Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior shall, pursuant to the provisions of the Act of July 3, 1952 (66 Stat. 328), as amended, and in accordance with this joint resolution, provide for the construction of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, through the utilization of the ionic-membrane*

process, or one of the three most promising saline-water conversion processes currently under study in the Department of the Interior. A decision with respect to the process to be utilized in such plant shall be made by the Secretary within six months after the date of approval of this joint resolution, and the construction of such plant shall proceed as rapidly thereafter as is practicable.

SEC. 2. There are authorized to be appropriated such sums not in excess of \$10,000,000 as may be necessary to carry out the provisions of this joint resolution.

That (a) the Secretary of the Interior shall, pursuant to the provisions of the Act of July 3, 1952, as amended (42 U. S. C. 1951-1958), and in accordance with this joint resolution, provide for the construction, operation, and maintenance of not less than five demonstration plants for the production, from sea water or brackish water, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses. Such plants shall be designed to demonstrate the reliability, engineering, operating, and economic potentials of the sea or brackish water conversion processes which the Secretary shall select from among the most promising of the presently known processes. A decision with respect to the processes to be utilized in such plants shall be made by the Secretary within six months after the date of approval of this joint resolution, and the construction of such plants shall proceed as rapidly thereafter as is practicable.

(b) The construction of the demonstration plants referred to above shall be subject to the following conditions:

(1) Not less than three plants shall be designed for the conversion of sea water, and each of two plants so designed shall have a capacity of not less than one million gallons per day;

(2) Not less than two plants shall be designed for the treatment of brackish water, and at least one of the plants so designed shall have a capacity of not less than two hundred and fifty thousand gallons per day; and

(3) Such plants shall be located in the following geographical areas with a view to demonstrating optimum utility from the standpoint of reliable operation, maintenance, and economic potential—

(A) at least one plant which is designed for the conversion of sea water shall be located on the west coast of the United States, and at least one plant so designed shall be located on the east coast or gulf coast of the United States;

(B) at least one plant which is designed for the treatment of brackish water shall be located in the area generally described as the Northern Great Plains, and at least one plant so designed shall be located in the arid areas of the Southwest; and

(C) one plant which is designed for the conversion of sea water shall be located in the Virgin Islands or some other Territorial possession of the United States, as determined by the Secretary of the Interior, with a view to providing potable water and/or additional electric power.

(c) As used in this joint resolution, the term "demonstration plant" means a plant of sufficient size and capacity to establish



on a day-to-day operating basis the optimum attainable reliability, engineering, operating, and economic potential of the particular sea water conversion process or the brackish water treatment process selected by the Secretary of the Interior for utilization in such plant.

SEC. 2. The Secretary of the Interior shall enter into a contract or contracts for the construction of the demonstration plants referred to in the preceding section, and the Secretary shall enter into a separate contract or contracts for the operation and maintenance of such plants. Any such operation and maintenance contract shall provide for the compilation by the contractor of complete records with respect to the operation, maintenance, and engineering of the plant or plants specified in the contract. The records so compiled shall be made available to the public by the Secretary at periodic and reasonable intervals with a view to demonstrating the most feasible existing processes for desalting sea water and treating brackish water. Access by the public to the demonstration plants herein provided for shall be assured during all phases of construction and operation subject to such reasonable restrictions as to time and place as the Secretary of the Interior may require or approve.

SEC. 3. The authority of the Secretary of the Interior under this joint resolution to construct, operate, and maintain demonstration plants shall terminate upon the expiration of five years after the date on which this joint resolution is approved. Upon the expiration of such five-year period the Secretary shall proceed as promptly as practicable to dispose of any plants so constructed by sale to the highest bidder, or as may otherwise be directed by Act of Congress.

SEC. 4. The powers conferred on the Secretary of the Interior by this joint resolution shall be in addition to and not in derogation of the authority conferred on the Secretary by the Act of July 3, 1952, as amended (42 U. S. C. 1951-1958). The provisions of such Act, except as otherwise provided in this joint resolution, shall be applicable in the administration of this joint resolution.

SEC. 5. There are hereby authorized to be appropriated such sums, not in excess of \$10,000,000, as may be necessary to provide for the construction of the demonstration plants referred to in this joint resolution, together with such additional sums as may be necessary for the operation and maintenance of such plants, and the administration of the program authorized by this resolution.

Amend the title so as to read: "Joint resolution providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses."

#### SUPPORT FOR ACTION OR DEMONSTRATION PROGRAM

The committee feels it is buttressed in its recommendations by the reasoning and comments in the attached letter from Dr. Everett D. Howe, professor of mechanical engineering, department of engineering

research, University of California, Berkeley, Calif., on the subject of demonstration plants to speed the saline water program.

Dr. Howe is an outstanding authority on the subject. He has represented Dr. Robert G. Sproul, president of the University of California, as a member of the Advisory Committee on the Saline Water Program to the Secretary of the Interior since 1952 (but obviously is not writing in his capacity as adviser to the Secretary of the Interior in this instance).

His letter to the chairman of the Subcommittee on Irrigation and Reclamation, which held hearings on Senate Joint Resolution 135, dated April 10, 1958, is as follows:

UNIVERSITY OF CALIFORNIA,  
*Berkeley, Calif., April 10, 1958.*

Senator CLINTON P. ANDERSON,  
*Senate Office Building, Washington, D. C.*

DEAR SENATOR ANDERSON: You may recall our brief discussion when I visited Washington on March 25, at which time I promised to send you some comments regarding the desirability of constructing demonstration plants for the demineralization of saline waters, as provided in pending Senate bills.

While there is need for considerably more fundamental research and small scale pilot plant exploration on many of the schemes proposed for demineralization of water, there are some schemes which are sufficiently far developed that demonstration plants could be built in the near future. The construction of such plants may serve the purpose of stimulating the research and small scale work on the less well developed methods and hence would be quite desirable. Several facets should be given consideration in the development of any demonstration plant program.

The primary consideration should be that new methods will be given emphasis. It is my feeling that manufacturers of conventional equipment have made very substantial improvements in the economy and capacity of their equipments over the past several years, this being exemplified by the new plants at Aruba and Kuwait. It is probable that these manufacturers and engineers will continue to improve their plants through the normal stimuli provided by competition. Thus, it would seem to me that demonstration plants if constructed should emphasize the methods not yet applied commercially.

It would seem desirable to construct a number of demonstration plants, rather than to spend the entire sum on 1 or 2 plants. I make this comment because the size of the demonstration plant essential to display the characteristics of the equipment need be equal only to the maximum size in which the given equipment can be constructed. For example, the new distillation plant at Aruba consists of four identical trains of heat exchangers, each of which has a capacity of one-fourth that of the plant. Thus, a demonstration plant using this equipment need not be more than the equivalent of one of the trains of heat exchangers. I believe this same comment is true of most of the other developments.

No doubt it would be desirable to have some of the plants constructed for demineralizing saline water, and others to demonstrate the demineralization of sea water, since the methods appropriate for solving these two problems differ.

The locations of the plants should probably be in areas where the water supply could be usefully employed and is needed. For saline water, there are areas in the Dakotas, in Texas, and in Arizona where such installations probably would be welcomed. For sea water demineralization, the two areas which are most critical at this point are southern California and the Virgin Islands. I suspect that both of these locations would welcome installations of water plants.

One of the principal objectives of any demonstration-plant program should be that of obtaining performance data on full-scale plants in an accurate and comprehensive manner. I believe that data acquired for this purpose would have considerable significance in accomplishing the transition from laboratory work to full-scale plant design. For example, if the demonstration plant were to be designed and installed with instrumentation sufficient for obtaining performance data, there should be possibly a period of operation under controlled conditions so that some agency, such as the OSW, would be able to obtain data on costs and performance of the various components as well as of the entire plant. These tests would be possible only if plans are made in advance of the plant construction. There will be required instruments and measuring facilities not normally used in the operation of a production plant. While this is a detail which no doubt would be best considered by the agency responsible for the demonstration plants, I think it should be kept in mind as one of the many facets of any demonstration-plant program.

It is my general feeling that, under the conditions noted above, a demonstration-plant program at the present time might be quite helpful in stimulating the basic research program and in bringing to the attention of many people the nature and magnitude of the problem which has been tackled on such a modest scale under the auspices of the OSW.

I hope the above remarks will be helpful to you at this time.

Sincerely yours,

EVERETT D. HOWE,  
*Professor, Mechanical Engineering.*

#### PRELIMINARY SUMMARY OR REVIEW

The committee considered Senate Joint Resolution 135 as sponsored by Senator Anderson and S. 3370, sponsored by Senator Case of South Dakota. Following extensive hearings on March 20-21, before the Subcommittee on Irrigation and Reclamation, the committee recommends the amendment to Senate Joint Resolution 135 in the nature of a substitute. The essential differing provision of Senator Case's S. 3370 is incorporated in the amended version of Senate Joint Resolution 135.

The conclusions are reflected in Senate Joint Resolution 135, as amended, and reported by the committee with the comments hereinafter outlined.

The amended resolution makes it crystal clear that the committee is deeply concerned with the national water problem, especially with respect to shortages of potable supplies in the coastal and interior areas, as well as on St. Thomas, V. I., an insular possession. The solutions set forth in the resolving clauses are twofold with respect to the desalting of sea water and the demineralization of brackish water in the interior areas are as follows:



First: One plant for desalting sea water on the west coast of the United States, presumably California, and 1 plant on the east or gulf coast—each of not less than 1 million gallons daily capacity—and a third plant on St. Thomas, V. I., either independently or in connection with electric power operations of the Virgin Islands Corporation.

Second: One plant for the demineralization or treatment of brackish water to be located in the northern Great Plains area of approximately 250,000 gallons daily capacity, and a second plant in the Southwest, including Texas, Arizona, or New Mexico, of perhaps a million gallons daily capacity where conditions justify the demonstration.

The committee withholds comment on the conduct of the saline-water program in the Department of the Interior, but calls attention to opinions expressed by the Appropriations Committees of both Houses of the Congress which speak for themselves. The committee does, however, take the position that positive leadership and definitive results were anticipated from the appropriations already made. The lack of conclusive evidence of progress in reaching conclusions as to economic methods of converting sea water to potable uses and the demineralization of brackish water may have influenced the Appropriations Committee in recommending funds in connection with the program.

#### FINDINGS OF THE COMMITTEE

On the basis of 2 days of hearings and other material before it, the committee finds—

1. That there is a rapidly developing acute shortage of water in the United States, in addition to many current localized deficiencies;

2. That the immediate shortages of potable water in many parts of the United States, including St. Thomas, Virgin Islands, create national problems that demand immediate and concrete action by the Congress;

3. That several processes to convert saline water have been proved by pilot-plant operation to offer sufficient promise of producing economically acceptable water and that large-scale demonstration units of each should be built immediately;

4. That some form of distillation shows economic promise for conversion of sea water, and electrodialysis for treatment of brackish water;

5. That there is a desperate need for potable water in many areas of the world where United States prestige would be materially enhanced by supplying new technology and equipment for conversion of brackish or sea water;

6. That the research and development program carried out during the last 5 years under the Saline Water Act of 1952 has made progress, but that demonstration of the findings has lagged in a disappointing manner;

7. That there is urgent need for the Federal Government to carry out this demonstration for municipal, agricultural, and industrial consumers. Neither these users nor the manufacturers are in a position to take the leadership for a full-scale demonstration of radically new equipment and processes;

8. That as a result of 5 years' work, an action phase which was anticipated during consideration of the Saline Water Act



legislation in 1952 and 1955 must now be started to demonstrate the work accomplished in the first phases.

9. That the substitute amendment for Senate Joint Resolution 135 is a logical extension of the intent of the Saline Water Act of 1952. It does, by agreement of all witnesses except perhaps those from the executive departments, authorize the Secretary of the Interior to perform an urgent and much-needed service. (The executive department view is that existing authorization is adequate, for a smaller, slower program of small pilot-plant construction and operation.)

10. That the demonstration phase envisaged by Senate Joint Resolution 135, as amended, must be executed with boldness, imagination, and urgency—attributes not normally associated with the methodical painstaking, careful approach required for fundamental research and development;

11. That funds normally appropriated each year for the research program under the Saline Water Act of 1952 and authority granted by the act are inadequate for a demonstration program, but offers no criticism of the wisdom of the Congress in limiting the funds provided;

12. That all witnesses agree that the full economic and engineering potentials of the more promising processes will be realized only through large-sized units constructed and placed in operation;

13. That large-scale demonstration plants strategically located can supply badly needed potable water to communities and areas where critical shortages exist now or are in immediate prospect;

14. That actual plant and operation costs can only be achieved through a demonstration program. This will follow from the experience the manufacturers will gain from building large-sized units, and other savings such as the use of less expensive materials, economies in fabrication, and actual design, engineering, and construction experience;

15. That the acute water problem on St. Thomas, V. I., demands that the Congress and the Secretary of the Interior, who has jurisdiction over the area, give consideration to the installation of facilities to convert sea water to potable uses without delay either as a phase of the saline water program as provided in this resolution, as amended, or through the Virgin Islands Corporation. The committee favors the most effective and economical approach to the solution of the St. Thomas problem, which is highly injurious to the economic welfare of the Virgin Islands.

16. That the appropriation of \$10 million recommended for construction of the plants is a directive to the Secretary of the Interior to organize and carry out an action program that is over and above the provisions of existing law. In other words, whatever may be the interpretation of the authority in the previous Saline Water Acts, this resolution sets the stage for securing concrete results in the way of demonstrating economically feasible means of converting sea water to potable uses and for the treatment of brackish water. Appropriations authorized for operations and maintenance, including replacements, and

administrative expenses of the enlarged program, would be in addition to the \$10 million construction allowance.

### BACKGROUND OF SALINE WATER PROGRAM

The saline water program was initiated in 1952 on an exceedingly limited scale by the enactment of a bill which became the act of July 6, 1952 (66 Stat. 328). The Secretary of the Interior was designated as the responsible administrative officer since the major water development problems of the Nation are under his jurisdiction. The original recommendation of the executive department was for an authorized appropriation of \$25 million to carry out the objectives of a broad-scale program.

The Congress, in the light of its judgment at that time—6 years ago—cut the authorization to \$2 million. Subsequently, by the act of July 29, 1955 (69 Stat. 198), the authorization was increased to \$10 million and the period extended to 10 years with certain requirements with respect to contributory phases of the program. So far as authorizations are concerned, the committee points out that the urgency for speeding concrete results was recognized in the augmented appropriation authorization.

However, the problem presented to the Appropriations Committees since 1953 has been as to whether the Department of the Interior recognized the urgency of coming to grips with the problem of getting concrete results promptly. The alternative suggestion is that the Department considered that its function was solely devoted to research rather than full-scale demonstration of practical, economical means of converting sea water to potable uses and for the treatment of brackish water.

In recommending the increase of the appropriation authorization from \$2 million to \$10 million in 1955, this committee admonished the Secretary of the Interior that the time had come to translate research into action programs. The Department apparently considers its function in the saline water program to be one of research with pilot-plant operations as its maximum responsibility.

The Committee on Interior and Insular Affairs feels and recommends a dynamic program that will approach the original concepts. It is the committee's considered opinion that the Secretary of the Interior has the primary and basic responsibility for administering whatever program the Congress approves. It has confidence the present Secretary recognizes his responsibility as well as the national water problem.

The committee takes cognizance of the suggestion in the Department's comments of March 19, 1958, in which a comparison is made of requests through budget estimates and actual appropriations. In other words, the suggestion was that the Congress has been derelict in providing funds for the program.

On the other hand, a review of the Appropriations Committee hearings indicate the congressional desire to speed up an action program, rather than confine the activities to research. By inference at least, the Appropriations Committees have questioned whether the program was being administered to get concrete results or as merely another research endeavor.

The committee feels and recommends that, in conformity with the provisions of Senate Joint Resolution 135, as amended, the saline water program should be an action endeavor with definite goals as outlined in the resolving clauses of the resolution.

### NATION'S WATER PROBLEM REVIEWED

Historically the United States has enjoyed a relative abundance of fresh water of good quality. This abundance has been a basic factor in shaping our patterns of water use and in creating our immense industrial and agricultural wealth.

Thus, as our population has grown and our standard of living has advanced, we have grown increasingly dependent upon an ample supply of fresh water. However, the total supply of water available to the North American Continent has not increased over the years. Each year has brought us closer and closer to the maximum use of our total supply. The day is not far off—some persons say it will arrive in 1980—when the United States must have available an adequate, economic, and proven new source of fresh water, or face an unrelenting and crippling shortage.

### WATER USE IN UNITED STATES

Figures on water use in this country are reasonably accurate but, at best, are estimates. Streamflow and runoff figures, on the other hand, are quite accurate and are based on measurements.

In a study<sup>1</sup> published in 1957, the United States Geological Survey estimated total withdrawal of fresh water in the United States for 1955 at 1,740 billion gallons per day. That is enough water to cover an area approximately the size of the State of Massachusetts to a depth of 1 foot. (See table in appendix.)

In contrast, total runoff is found to be approximately 1,200 billion gallons per day.

Consumptive use of water, meaning water which is evaporated into the atmosphere or otherwise lost to the runoff total, is about one-fourth of the total water withdrawal figure cited above.

### DEMAND MAY EXCEED SUPPLY

We are today at a point where demand is beginning to equal supply. Estimates of future demand have been linked with the year 1980,<sup>2</sup> not because that year will be a particularly critical time, but because it is unlikely—barring unforeseen developments—that any major change in gross natural water resources will have occurred by then.

Many factors are involved in the estimates of future consumption. Among them are a relatively fixed gross resource of water, changing use patterns especially in the case of industry and agriculture, competition for available cheap supplies of water, regional characteristics of water supply, threatened increased costs for additional dependable supplies, and legal problems. The latter problem tends to hamper full-scale development of regional supplies.

<sup>1</sup> Circular 398.

<sup>2</sup> Industrial College of the Armed Forces, 1956-57, Publication M57-76, Availability of Water in the United States with Special Reference to Industrial Needs by 1980, D. R. Woodward; Geological Survey Circular 398, Estimated Use of Water in the United States, 1955.



Future needs for domestic water are in part directly related to future populations. However, there also is certain to be material increases in the per capita requirement.

Combining all factors, domestic water requirements by 1980 are estimated at 37 billion gallons per day. This compares with 11,280 million gallons per day for 1955.

Fresh water demand by 1980 for industrial use is expected to be about 400 percent of the 1955 demand, even on the basis of more conservative use than at present. The 1980 estimate is for 390 billion gallons per day.

Total water demand by 1980, excluding use for hydroelectric power, navigation, and recreation, is placed at 597,120 million gallons per day. It is highly improbable that the average precipitation over North America will be increased in any significant way in time to relieve the impending shortage. Thus, we must live within our water income. How?

There are the obvious courses: reduce consumption, end waste, develop more fully the use of available supply, or provide means to convert to beneficial uses vast and virtually untapped supplies of sea and brackish waters.

#### ECONOMIC CONVERSION NEAR

Only the latter alternative now seems to offer long-range promise for relieving the forthcoming shortage. The problem in following this choice is to convert the waters of the seas to beneficial use at a price we can afford to pay, as well as how to treat brackish water in the interior areas. Fortunately, the time appears at hand when we can begin to do this.

It should be noted, however, that the process of finding economic ways of converting saline waters or treating brackish supplies is not a one-way street. As the cost of obtaining fresh water from saline or brackish sources is brought downward, through the development and refinement of various desalting processes, the cost of capturing, purifying, and distributing water from runoff sources is certain to climb. Hence, new water is going to become increasingly expensive as it becomes scarcer.

#### PROBLEM ACUTE IN SOME AREAS

Until this year, a number of our Southwestern cities and towns were in acute need of water. Dallas, Tex., for example, was almost desperate for any new source of water with which to keep up pressure in its water mains and thus protect against disastrous fires. Nature since has relieved the emergency. However, the city continues to grow, water use continues to rise, and the next drought period will find the water shortage returning to Dallas with perhaps even greater severity—unless something is done in the meantime to make Dallas less vulnerable to drought.

#### SOUTHERN CALIFORNIA HAS ACUTE PROBLEM

The problem is not confined to the Southwest. California has underway a plan to construct water storage and other works costing approximately \$11 billion to transport water from the northern part of the

State to the parched and rapidly expanding southern half. Historically short of water, the many important communities in the West face a bleak future unless new fresh water supplies are obtainable soon.

Large and small cities in the densely populated and humid East also are beginning to feel the impact of drought. Small reductions in runoff during even minor droughts will become increasingly noticeable and proportionately crippling as the expanding population builds up an insatiable new demand for water. In any showdown between human and industrial requirements, human thirst must be satisfied first.

#### TECHNOLOGICAL BATTLE A CONSIDERATION

Also to be considered in any evaluation of the national water situation is the growing awareness of the world that the United States is in a technological battle for survival. We cannot continue to assume, as we have many times in the past, that we shall have adequate manpower on call and materials ready to be diverted to a search for water when we are, at last, confronted with an overwhelming need.

In defense matters, the term "lead time" is used to describe the get-ready interval required to conceive, design, and produce a given weapon, or to place an army in combat readiness in the field. In the missile age, lead time can become academic in the 30 minutes or less required for a hydrogen bomb missile to travel from one continent to another.

Likewise, permissible lead time in meeting the Nation's future water needs may well diminish to the point where national security is impaired.

#### TIME TO MAKE USE OF STUDIES

Hence, this committee has determined that the time is at hand for the United States to utilize the study efforts of the water conversion program conducted by the Office of Saline Water Research in the Department of the Interior and by industrial firms whose testimony was presented at hearings before this committee.

It is true that there has not yet been perfected a sure-fire process, or one which will produce water at a budget price. It is conceivable that, ideally, a research organization should not concern itself with production tests of the kind contemplated by the Senate Joint Resolution 135 as amended.

On the other hand, if the United States as a whole is to produce demonstrable results from funds so far expended on the program, it must—soon or late—freeze upon promising designs and construct full-scale, demonstration-production plants. Unless this step is taken, even the best of the laboratory processes cannot be tested in any substantial manner. Neither private industry nor municipalities, for economic reasons, are prepared at this time to carry the demonstration load.

#### FIVE PLANTS RECOMMENDED

The committee therefore finds that it is now necessary to do in the saline water program what has been done with success in the atomic-energy field. That course is to select 3 or 4 of our more promising processes, as they stand today, and build from them 2 full-scale demonstration-production plants to treat brackish water, and not



less than 3 demonstration-production plants for the conversion of sea water. At the current cost of such equipment, the committee estimates \$10 million will be sufficient to construct 5 plants of the selected types, each having a minimum capacity of 1 million gallons per day, except that 1 plant for treatment of brackish waters may be of 250,000 gallons per day capacity.

Compared with the \$11 billion investment in development of water resources planned in California, this is a relatively minor expenditure—but one which could result in untold benefit.

Further, the committee recommends that the selected demonstration-production plants be constructed in representative areas. Thus one brackish-water conversion plant should be located in the northern Great Plains, another, possibly of a different type, in the Southwest. Seawater-conversion plants of various types should be constructed on the east and west coasts where water shortages either exist or may exist within a few years. In proper locations such conversion plants can contribute to municipal or agricultural water supplies and at the same time furnish operating demonstrations of several processes.

While it is the purpose of the pending legislation to demonstrate attractive saline water conversion processes in the United States, there are also demonstration possibilities outside our continental limits, particularly in the Virgin Islands.

#### OVERSEAS DEVELOPMENT ATTRACTIVE

At this time a contribution to the fresh water-supply in the Middle East is unquestionably of vast long-range importance.

The economic conversion of saline or brackish waters to beneficial, consumptive use no longer is a subject suitable for purely scientific discussion. Great strides have been made in saline-water conversion by other nations, notably the Union of South Africa and the Netherlands. The Soviet Union also is showing interest in the problem, and, in view of their competency, it must be assumed they will develop worthwhile processes which will compete with ours.

(A discussion of technical phases of testimony before the committee appears as appendix A.)

#### PERTINENT CORRESPONDENCE

Correspondence relating to Senate Joint Resolution 135 which gives background material follows:

##### LETTER FROM SENATOR ANDERSON

FEBRUARY 4, 1958.

HON. FREDERICK A. SEATON,

*Secretary of the Interior,*

*Department of the Interior, Washington, D. C.*

DEAR MR. SECRETARY: Within the last week, I have noted reference to two interesting and informative reports from you which have a direct bearing on my Senate Joint Resolution 135 for the construction by the Department of the Interior of a full-scale demonstration plant for the conversion of saline waters to potable uses. This resolution, copies of which are attached for your personal attention, was sponsored by me in the Senate on January 9, referred to the Committee on

Interior and Insular Affairs, and a report thereon was requested of your Department within 30 days.

The pronouncements by you which have a direct bearing on Senate Joint Resolution 135 are:

First, the annual report of the Secretary of the Interior to the President, in which you recognized the urgency of the Nation's water needs. Press reports quote you as urging that fullest possible development of the water resources of our country is imperative to meet a 450 billion gallon daily demand by 1975.

Second, your annual report to Congress dated January 28 on the saline water program in which you state that "the initial period of exploratory research in the laboratory must now in part be replaced by pilot-plant operation and field testing of the more promising processes of saline water conversion."

While I am relying on press summaries of your annual report to the President, the test will no doubt fully support your forecast of the tremendous increases in potable water demand. Additional water supplies are required for expanding irrigation in the West, as well as in the East, to which this art of crop insurance is extending, as well as for rapidly expanding municipal and industrial purposes throughout the country.

The problem you picture demands the most effective short- and long-range approaches. We must meet this challenging crisis that could well be as disturbing, from domestic and international standpoints, as those revolving around the vigor with which we propose to tackle the missile and satellite programs in the conquering of outer space.

The immediate objective of this request to you is to enlist your full cooperation as Secretary of the Interior in implementing Senate Joint Resolution 135 so that the problems related to the conversion of saline waters and the demineralization of brackish waters at the most economical cost possible can be tackled effectively with the full support of the executive and legislative agencies. I am attaching copies of a statement I made on the floor of the Senate in connection with the resolution, which fully sets forth my views on the necessity for prompt action both from a domestic and international leadership standpoint.

It is my considered judgment that the time is at hand, if it is not already running out, for the energization of the saline water program into an action development. I believe you were a member of the Senate in 1952 when your predecessor, Oscar Chapman, recommended an appropriation authorization of \$25 million to get this program underway. The then President Truman and the Bureau of the Budget heartily endorsed the proposal.

The Congress, unfortunately, was averse to embarking so extensively at that time on the proposal. However, we were able to get a foot in the door with a limited authorization of \$2 million for a restricted program. In 1955 another of your predecessors, Douglas McKay, recommended increasing the authorization to \$6 million. In the Senate, I recognized the inadequacy of this limitation and, with the cooperation of the Senator from South Dakota (Mr. Case) we increased the limitation to \$10 million.

In raising the limitation, the Senate committee, on page 3 of Report No. 370 on S. 516, stated:

"All that the 82d Congress recognized (in connection with the saline water program) continues to reflect the imperative need for speeding the objectives of the program."

I am attaching copies of this report and particularly I call your attention to other observations I made on page 3 and elsewhere in presenting the document to the Senate on May 23, 1955.

A crucial time is now at hand for a crash program to demonstrate that the Nation is alert to the urgency of preparing now to meet the Nation's water problem. American leadership in this field is at stake also.

I am in complete agreement with your recommendation to the President with respect to river development when you wrote:

"To meet this coming challenge, our river water must be utilized to the fullest possible extent before it is permitted to flow into the sea."

(It might well be observed that substantial homework must be done by you and like-thinking leaders downtown to convince your associates in the administration that the objectives you seek can be achieved only through building dams for which the Congress has appropriated funds—like the Navajo in New Mexico, for instance—and not by stopping construction before it starts.)

My observation on the way to harness the Nation's rivers to conserve water need not obscure three areas of approach to a constructive solution of the saline-water problem. I bring to your attention for consideration in connection with your report on Senate Joint Resolution 135, three points, as follows:

1. The conversion by full-scale demonstration plants of sea water to potable uses at economical cost to meet the imminent water problems of expending cities like Los Angeles, Calif., perhaps in cooperation with State and local agencies.

2. The demineralization, at economical cost, of brackish water in interior areas for irrigation, municipal, and industrial uses. Thousands of acres of cropland are out of production due to incursions of alkali and other salts.

3. The urgent problem of providing a potable water supply independently or in connection with increased electric power for St. Thomas, Virgin Islands, which is under the direct jurisdiction of the Secretary of the Interior and with which I believe you have had recent personal observations. Here we have an American Territorial possession—a growing tourist haven—that is compelled to barge potable water from Puerto Rico to supplement the supply. A demonstration plant that has concurrent utilitarian, health, and other human objectives in connection with the desalting of sea water is worthy of consideration.

Tentative plans are being considered for a hearing on Senate Joint Resolution 135, beginning March 20, at which time I trust you can be present to give your views in person, in addition to the formal report which was requested by Chairman Murray. I will appreciate your comments by March 1.

Sincerely,

CLINTON P. ANDERSON,  
*Chairman, Subcommittee on Irrigation and Reclamation.*



## SECOND LETTER FROM SENATOR ANDERSON

FEBRUARY 10, 1958.

HON. FREDERICK A. SEATON,  
*Secretary of the Interior,*  
*Department of the Interior,*  
*Washington, D. C.*

DEAR MR. SECRETARY: On February 4, I wrote you with respect to Senate Joint Resolution 135 to authorize the Secretary of the Interior to construct, operate, and maintain a full-scale demonstration plant for saline-water conversion. That communication was intended to bring to your personal attention our appreciation of the urgency of action to meet the national water problems outlined, which I recall you also recognized in an interview with Gould Lincoln in the Washington Star a short time ago.

You are invited to be present in person at the hearing on the resolution before the Subcommittee on Irrigation and Reclamation at 10 a. m., Thursday, March 20, in room 224, Senate Office Building. A summarization of your views on the water problems is desired for the record at that time, in addition to comments on the Department's formal report on the proposed legislation which was requested by Chairman Murray to be furnished within 30 days. Any suggested amendments will, of course, be considered.

In the meantime, it is requested that you direct the preparation in advance of the hearings of factual information by appropriate Interior agencies on the national water problem and related subjects. It is hoped you will have present departmental witnesses to present oral summaries in their respective fields, as well as to respond to interrogation on pertinent points in the material. These interrogations will be aside from questions of policy involved in the proposed legislation.

The immediate areas coming to my mind from which summary information is requested in writing by March 10 are outlined as follows:

1. *Office of Saline Water:*

- (a) Operations and goals or targets under existing legislation.
- (b) Listing of most promising economical processes of desalting sea water and the demineralization of brackish water with—
- (c) Comparison of estimates of all costs, including installation, operation and maintenance, etc., under each goal with indication of what is considered maximum economical cost per 1,000 gallons and per acre-foot.
- (d) What progress other countries are making toward the development of economic saline water processes.
- (e) Any other pertinent information specific or overall that will throw light on the problem and the solutions sought by the proposed legislation.

(The Department's recommendations will, of course, be conveyed in the report on the resolution through the Bureau of the Budget.)

2. *Geological Survey.*

- (a) Comprehensive summary of national water uses and projected requirements in major categories such as domestic, municipal, industrial, irrigation and any other major uses;

(b) The most sensitive areas in the country where expanding population, industry, or irrigation activities are accentuating the drain on available normal water supplies;

(c) Summary of forecasts of requirements by uses, overall, for specific purposes and in most sensitive areas in 5, 10, or 25 years;

(d) Sensitive areas where quality of water for domestic, industrial, or irrigation purposes is a problem.

(Since the Geological Survey is a recognized authority on water resources, its summaries will, of course, be of basic value.)

3. Bureau of Reclamation.

(a) Irrigable acreage in reclamation projects that has gone out of production or is threatened by alkali, other salts or brackish water generally;

(b) Location and acreage involved in areas where demineralization of brackish water, if economically feasible, might be helpful;

(c) Federal investment in irrigation, drainage, or other facilities which is threatened or has been written off as a result of water quality, including Shade Hill Dam in South Dakota.

4. Division of Territories:

(a) Water problem on St. Thomas, Virgin Islands, with existing and estimated potential demand; and how current and past emergencies have been or are being met;

(b) Population, resident and tourist, that accentuate water problem on St. Thomas.

(c) Alternate plans (summarized) to meet current and future requirements with cost estimates available.

(d) Potential solutions considered by desalting sea water or otherwise, particularly with reference to a utilitarian demonstration plant with multiple-purpose possibilities including augmenting of the power supply for the islands.

(e) Summary of any water problems in other Territorial areas.

In order that the factual information requested may be analyzed in advance of the March 20 hearing, it is requested that the contributions of each agency be transmitted to me in triplicate, not later than March 8. We are requesting broad information by that date on the effect of the quality of water on irrigated agricultural land generally in the West from the Department of Agriculture and appropriate information from other agencies and individuals by that date.

A copy of this letter, as a matter of information, is being sent to each of the four agencies of your Department that is concerned with this request.

Sincerely,

CLINTON P. ANDERSON,

*Chairman, Subcommittee on Irrigation and Reclamation.*

(Material furnished by the Department of the Interior in response to the foregoing request is incorporated in the printed hearings on S. J. Res. 135.)



## COMMENTS OF DEPARTMENT OF THE INTERIOR

DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D. C., March 19, 1958.

HON. JAMES E. MURRAY,  
*Chairman, Committee on Interior and Insular Affairs,  
United States Senate, Washington, D. C.*

DEAR SENATOR MURRAY: This responds to your requests for the views of this Department on Senate Joint Resolution 135, a joint resolution providing for the construction by the Department of the Interior of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, and S. 3370, a bill to amend the act of July 3, 1952, to provide for the construction by the Department of the Interior of two pilot plants for the production, from sea and brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

Senate Joint Resolution 135, if enacted, would authorize the Secretary of the Interior to construct a full-scale demonstration plant for the production, from sea or other saline water, of water which would be suitable for agricultural, municipal, and other beneficial uses. It would provide that the Secretary shall decide on the plant to be constructed within 6 months after the date of the approval of the joint resolution, utilizing either the ionic membrane process or 1 of the 3 most promising processes currently under study in the Department of the Interior. The appropriation of not to exceed \$10 million to carry out the purpose of the joint resolution would be authorized.

If it is enacted, S. 3370 would authorize the construction of 2 pilot plants at a cost of no more than \$10 million, 1 such plant to be located near an ocean and be designed to treat sea water, and the other plant to be located in the northern Great Plains and to be designed to treat brackish water. It would also authorize the use of donations or contributions of funds or property for these purposes.

The act of July 3, 1952 (66 Stat. 328), authorized the appropriation of \$2 million to enable the Department of the Interior to carry on, through contracts with private scientists and engineers, educational institutions, scientific organizations, and engineering firms, a 5-year research program looking to "the development of practicable low-cost means of producing from sea water, or other saline waters, water of a quality suitable for agricultural, industrial, municipal, and other beneficial consumptive uses \* \* \*." This basic authority was amended by the act of June 29, 1955 (69 Stat. 198), to extend the life of the program to 10 years for active research with 2 additional years to complete existing research projects and 3 additional years to correlate data and publish results; to increase the maximum authorization for the program to \$10 million; and to permit the expenditure of not more than \$500,000 for research to be carried on in existing Government laboratories.

It is evident that the task of developing economically feasible saline water conversion processes provides one of the great challenges to American science. It is equally evident that the successful attainment of the objectives of this Department's saline water program

will ultimately serve the expanding populations and new industrial empires of the world as few other achievements can do. Within our country, 21 of the 48 States border on the seacoast, and contain more than 55 percent of our population and 65 percent of our industries. Furthermore, the scarce remaining supplies of fresh water in many of our inland areas can be augmented very substantially if the brackish waters there can be desalted economically. Both in America and elsewhere, successful processes for conversion of sea or brackish waters could render many water-poor areas productive and prosperous. Within friendly countries outside the United States there are many regions lacking adequate sources of fresh water which might be supplied from desalted sea or other salty sources. Some of these areas are in the Middle East, North Africa, Latin America, Spain, Greece, Italy, Australia, and even in such countries as Iceland and Ceylon.

Certainly the present program of research and development being carried out by the Office of Saline Water of this Department shows what can be done in this field and points the way to future potentialities of a continuing and broader effort. Our goal to the present time has been, and still will be, to encourage basic research and the exploration of various processes, some already known and others as they are discovered, in the development of means of producing large-scale facilities which will desalt and demineralize sea and brackish waters at the lowest possible cost. Most of the leading scientists in this field have joined wholeheartedly in this program. A good deal of laboratory study and research has already taken place and much progress has been made. We now have reached a point where several processes have been developed to the small pilot-plant stage and should soon enter the medium pilot plant phase. In addition, 1 or 2 other processes which were already in commercial use in 1952, even though they involved high-cost operations, have been improved by their manufacturers. The Office of Saline Water of this Department is fully familiar with these processes and their potentialities.

From all of this, it is quite evident that the program initiated upon the passage of the 1952 act has now reached the stage where, as the next logical step, some sponsored research should be moving into more and more pilot-plant testing. To this extent, we believe that the purposes of S. 3370 indicate a consistency with the continuing aims of our saline water program. Senate Joint Resolution 135 speaks in terms of a "demonstration" plant. As we interpret the phrase, not only in the sense in which it applies to scientific research and development programs but also in the possible understanding of the public, a "demonstration" plant would refer to any process which has been fully proven in all respects as the probable final development of the process and is ready to be demonstrated to the public as a final product. In contrast to this, the term "pilot" plant is generally considered to be a research facility with which further experimentation may be conducted in order to further improve the particular process.

It is very necessary that the present exploratory research and development program, devoted to the stimulation, advancement, and development of new ideas and approaches be retained and strengthened, and that the construction and operation of any pilot plant should not be interpreted to justify a narrowing of the approaches to a small number of processes. While we agree wholeheartedly that it is

desirable to push forward on the more promising processes as rapidly as possible, it will be recalled that the Senate Appropriations Committee heard extensive testimony on April 17, 1953, to the effect that the research efforts should not be narrowed to 2 or 3 processes. However, we wish to emphasize that this new science of saline water conversion is dynamic and growing. It is one in which this country is apparently well ahead of many others. One reason for this fact is the policy adopted by this Department of welcoming and exploring every new scientifically sound approach. This principle should not be altered by concentrating on 1 or 2 processes at this time.

Probably of equal importance is the fact that the Office of Saline Water of the Department of the Interior is the crossroads into which the ideas for improved processes constantly flow. The limited staff of competent scientists and engineers working in this Office receive and screen the ideas which are constantly reaching that Office. Combinations among processes now being developed separately by private organizations should also be considered to obtain the best practical developments at low cost. There is urgent need among individual organizations to produce an article for sale so as to repay development costs and earn a reasonable profit, oftentimes before the equipment has reached the optimum stage of development. Such processes are often improvements over competitive processes, but unfortunately, they fall short of the low-cost goals of our program.

Among the emerging potentialities for lower cost conversion is the use of low-temperature heat derived from nuclear reactions for use in saline water distillation and other conversion plants. Initial calculations by competent engineering organizations have shown that such use of nuclear energy, without the expensive electric power generation cycle, may be of some advantage.

Suggestions have been made that cooperation between the Federal and State Governments on desalting research and demonstration plants be specifically authorized. The present Saline Water Act already authorizes cooperation with any State and at this time the Department has under consideration such cooperation with the State of California.

The field of saline water conversion process developments is highly competitive and it is of the utmost importance that all contract and other negotiations with the public be given extremely careful consideration by completely competent technical personnel. One of the significant problems which has been encountered is the difficulty in obtaining the fee highly trained and qualified scientists and engineers required to guide and manage the research and development program within the Department. To provide for an expanded scientific activity, or the entry upon a more expensive phase of development, it is necessary that sufficient funds be appropriated to carry out the work. In this connection, we believe it would be helpful to the committee to have the following schedule of requested funds and related appropriations:



*Office of Saline Water*

Fiscal year	Budget estimate	Appropriation
1953.....	\$400,000	\$175,000
1954.....	400,000	400,000
1955.....	400,000	400,000
1956.....	600,000	600,000
1957.....	600,000	550,000
1958.....	1,159,000	725,000
1959.....	825,000	<sup>1</sup> 785,000

<sup>1</sup> House allowance.

In view of all the considerations herein discussed, it is our opinion that the Department may continue to proceed in this work in an orderly fashion and continue with the phase of pilot-plant development under existing authority without the enactment of further legislation such as Senate Joint Resolution 135 and S. 3370. At the very most it would appear that at some time in the future the status of the program may require an amendment of section 8 of the act so as to permit the undertaking of development activities which may extend beyond the time now permitted or which may require the appropriation of funds in excess of the present total authorization.

In the event the Congress should see fit to enact further legislation specifically authorizing pilot-plant operations, we suggest that such legislation should refer only to pilot plants and not to demonstration plants, and that the Secretary of the Interior should be authorized to determine where such plants should be located, when they shall be constructed, and what processes should be developed further by such activity.

The Bureau of the Budget has advised that there is no objection to the submission of this report to your committee.

Sincerely yours,

FRED G. AANDAHL,  
*Assistant Secretary of the Interior.*

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COMMENTS OF BUREAU OF THE BUDGET

EXECUTIVE OFFICE OF THE PRESIDENT,  
BUREAU OF THE BUDGET,  
*Washington, D. C., March 21, 1958.*

HON. JAMES E. MURRAY,  
*Chairman, Committee on Interior and Insular Affairs,  
United States Senate, Washington, D. C.*

MY DEAR MR. CHAIRMAN: This is in reply to your letter of January 10, 1958, requesting the views of the Bureau of the Budget with respect to Senate Joint Resolution 135, providing for the construction by the Department of the Interior of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

The Department of the Interior, in the report it proposes to present to your committee on Senate Joint Resolution 135 and on S. 3370, a related bill, states that existing legislative authority is sufficient to

permit orderly continuation of the research program now being carried on by the Office of Saline Water, including the construction of pilot plants.

The enactment of Senate Joint Resolution 135 would in effect require a concentration of effort on only one of the many saline water conversion processes now being studied. We do not believe that the program has yet advanced to the stage where such a decision can reasonably be made. Therefore, the Bureau of the Budget recommends against enactment of the joint resolution.

Sincerely yours,

ROBERT E. MERRIAM, *Deputy Director.*

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## APPENDIX A

### WATER—MAN'S MOST VITAL CONSIDERATION

From time immemorial man has been utterly dependent upon the oceans, rivers, and lakes for his survival.

These waters have given him food, provided him with a means of communication and transportation. They have tempered his environment, permitting his civilization to grow and prosper.

Man has consumed and utilized these natural resources lavishly for his welfare and existence to the point where it now can be predicted accurately that these once "unlimited" supplies no longer will be adequate.

Two things have happened to bring this about. The everyday needs for domestic water have increased from a gallon or less per day per person 150 years ago, to an average of 160 to 200 gallons per day at the present time. There is every reason to believe this consumption rate will continue to grow.

Secondly, there has been a fantastic increase for industry and agriculture. From virtually negligible requirements before the industrial revolution of the 19th century, the use of water for the industrial and agricultural support of 1 United States citizen has risen to an estimated 1,500 gallons per day.

As has been the case with other resources, man has not everywhere been conservative in the use of water. Convenient nearby streams and lakes of fresh water were first exploited by consumption, diversion, and finally by pollution. Next he turned to more remote supplies of fresh water: Building dams, pipelines, and aqueducts to impound and distribute it to points of consumption. Concurrently he began to dig and drill wells to tap the underground streams and lakes which stored the surface waters which percolated down through the soil.

In short, man used extravagantly the best and most convenient of his water resources in expanding his civilization, and the necessary supporting agriculture and manufacturing industry.

As a result, the day is rapidly approaching when less desirable and, in fact, heretofore unusable sources of water, will have to be made available in our expanding economy. Sea water containing about 35,000 parts per million of salts, as well as brackish surface and subsurface supplies having from 600 to 10,000 parts per million, which exist in tremendous quantities in widely distributed inland areas, can and must be converted into potable water.



## MUST TURN TO MAN'S INGENUITY

Although there is real hope in the possibility of converting the limitless waters of the oceans for man's use, the strong possibility exists that widespread utilization of abundant inland brackish water supplies may also become a reality. Electrodialysis exists now in small-sized commercial units to convert brackish water to potable water more cheaply than any other known process. Plants of this type producing several million gallons per day may show both capital and operating costs within a range acceptable to many industries, municipalities, and agricultural areas.

Several distillation processes for converting sea water also are in existence and, on a large-scale production test, might prove capable of yielding water at economic rates.

## WATER TO COST MORE

Just as man has become accustomed to paying more for the food he eats, the clothes he wears, the house he lives in, and the car he drives, it seems inevitable that he must soon realize that the day of cheap, easily available, pure water is past. At a rapidly increasing rate conventional sources of water are being exhausted, or becoming inadequate for our exploding population.

Farsighted statesmen, scientists, engineers, and conservationists have perceived the coming crisis for several years as they studied the water resources problem.

In 1952 Congress felt the time for action had arrived and, as a result, the Saline Water Conversion Act of 1952 was passed.

The purpose and intent of this act was to establish a well-defined and integrated program to investigate existing feasible techniques for the conversion of saline water with a view toward improving their efficiencies and lowering their costs. At the same time, the act called for the initiation of a research program of a fundamental nature to study and develop, if possible, totally new processes for saline water conversion.

## WORK IN 5-YEAR PERIOD

During the 5-year life of the program, the Secretary of the Interior through the Office of Saline Water has, with the aid of its scientific advisers and industry, carried on a program of activities with a view towards the translation of existing techniques and equipment into promising conversion systems which lead up to the construction and operation of pilot plant size units of several processes.

Concurrently, other less-well-known or less-understood processes, as well as totally new concepts, have been studied under OSW research contracts in the hope that one or more of these might show economic promise.

After 5 years it is believed that the Department of the Interior program has arrived at the point where the next logical step should be taken. By most accepted engineering standards, this step is beyond the scope of legislative authority given it by the act of 1952.

## NEXT LOGICAL STEP

In industry, after fundamental research and development have been completed on laboratory-size equipment, the next logical step is to demonstrate the operating costs and characteristics by building a plant having critical components sufficiently large to demonstrate the full operating and economic potentials of the process. It is at this point that industry normally removes the responsibility for a process from the hands of the scientists and turns it over to the engineering and production personnel for exploitation.

To protect and strengthen the fundamental approach to this vitally important problem, it seems entirely possible that the Secretary of the Interior may desire to establish a separate demonstration program within the Department of the Interior.

The Department of the Interior through the Assistant Secretary, the Director of the Office of Saline Water, industrial experts, and scientific advisers, all agreed at the subcommittee's hearings on March 20-21, 1958 that the construction of much larger sized experimental production-type plants of the 3 or 4 most promising systems for converting sea and brackish water would provide much needed information not otherwise obtainable.

The Department agreed that the proposed legislation before the subcommittee would permit it to undertake such construction and operation, and would not be in conflict with the Saline Water Act of 1952.

Demonstration plants constructed at this time can provide invaluable information on construction, process, and operating costs, while at the same time, if properly located, supply much needed potable water for domestic or industrial consumption at or near the selected sites. Part of the cost of construction and operation could be offset by revenue received for the water produced. Authorization for the disposal of salable water produced by such plants is contained in the Saline Water Act of 1952.

## GOVERNMENT LEADERSHIP NEEDED

Industry alone cannot do this job. Agriculture, industrial, and municipal water authorities look to the Federal Government for advice and recommendations on processes and equipment used in such a vital area affecting the public health and welfare. Industry, agricultural groups, and municipalities will rapidly follow through with the purchase and operation of newer type conversion plants once they have been built and demonstrated to operate reliably at an acceptable cost, and to produce a completely usable product water. The true capital and operating costs of such a plant will never be known until such a demonstration has been made.

## EXPLANATION OF DIFFERENCES IN PROCESSES

Witnesses testified that several processes have proved through pilot operation to merit demonstration on a sizable scale the conversion of sea water and treatment of brackish water.

These witnesses testified that there are several promising processes for the conversion of saline waters both along coastal areas and inland.

The term "conversion" is particularly applicable to the process of distillation of sea water. Sea water is converted by distillation into steam or vapor and then reconverted into pure water, leaving the minerals behind. No matter what type of equipment is used, large amounts of heat and power must be used to handle the water and vapor, and to bring about the change from liquid to vapor and back to liquid again. The expenditure of energy is the same whether the feed water contains 35,000 parts per million of minerals or 350.

The electrodialysis process, in effect "treats" the water, by using only enough electrical energy to remove the minerals contained therein. It does not heat, nor does it change the physical characteristics of the water except to remove the salt particles or ions.

Inherently then, where brackish water is available, and it is widely distributed in large quantities, the electrodialysis process promises at this time to be cheaper than any other demonstrated system. When the mineral content of the brackish water is only 1,600 parts per million, the power consumption and the plant size can be much smaller than that required for treating water containing 10,000 parts per million. But where sea water is to be converted, other processes seem preferable to electrodialysis at this time.

#### CONVERTING SEA WATER MORE COMPLICATED

In saline water, the minerals and salts are so intimately mixed in the water that much effort, equipment, and money must be expended to remove them. To make the task even more difficult, nature has set up two additional hurdles: Mineral scale formation and corrosion. Sealing is caused by deposition of salts on the equipment's heating surfaces. Scale thus formed acts as an insulator which rapidly increases the need for heat. If allowed to build up it would eventually plug up the equipment.

Salt water is very corrosive, particularly at the temperatures needed to evaporate water.

Recent research and development by industry and the Department of the Interior has led to the indications of techniques which can minimize scale formation, and to a degree, the corrosive effects of the operation.

Scientists and engineers reason that if saline water could be made to boil or form vapor at temperatures substantially below the point where scale formation takes place, then the difficulty would be reduced.

For the same reason that water boils at a temperature noticeably below 212° on Pike's Peak because of reduced atmospheric pressure, sea water will evaporate at lower temperatures if the atmospheric pressure inside conversion equipment can be reduced.

#### OTHER REASONING DISCUSSED

Other engineers and scientists reason that nature could be tricked by chemical techniques to minimize the scale-formation problem. They found, for example, that if a small amount of acid is mixed with the saline water, it causes the minerals to stay in solution longer and thereby keeps them from clinging to the heated tubes.

Another chemical trick is to feed into the saline feed water a quantity of salt crystals of the same kind that forms the scale. The mineral



crystals which start to come out of the hot saline feed water then "sit down" on the crystal. Thus the scale crystals are tricked into fastening themselves onto the similar crystals and can be carried out of the critical areas of the equipment. All of these "tricks" and compensation in equipment are expensive.

For many years, ships at sea, both military and commercial, have produced their drinking and boiler-feed water by distillation. On board ship plentiful supplies of steam are available which when passed through small tubes which are surrounded by cool sea water, condenses into mineral-free water.

On board ship, fresh water at very high cost is attractive in comparison to the loss of space required to carry fresh water needed for passengers, crews, and powerplants.

Three types of distillation equipment, using variations on several old techniques, as well as clever new solutions to basic problems of evaporation, have reached the point where demonstration plants should be built. They are—

- (a) The long tube vertical evaporator.
- (b) Vapor compression distillation.
- (c) Low temperature flash evaporation.

The long tube vertical evaporator is an outgrowth of similar type equipment used by industry in the production of salt from brine. It is in this use that the technique of adding acid, or mineral crystals to prevent the formation of scale was developed.

A single unit consists essentially of several long vertical tubes which have their ends fastened into circular plates. These end plates form the ends of a cylindrical shell which surrounds the tubes, and through which heating steam is passed. This steam heats the vertical tubes from the outside, and as the heat is conducted through the tube walls it heats the saline water within the tubes. As the saline water starts to boil as it moves up through the tubes from the bottom, more and more of it becomes vapor or steam. The formation of steam bubbles agitates the water violently and by the time it reaches the top much of the saline water has been vaporized. At the top of the tubes a collector is constructed, and the vapor goes off in one direction to be passed through a heat exchanger where it gives up some of its heat to warm up the incoming saline feed water. The remaining saline water, containing a heavy concentration of salt, is drained off through a heat exchanger where it also heats up incoming feed water.

To use fully and efficiently all the heat required for the process, it appears desirable to construct a plant using several of these units in series.

Estimates of the cost of this type of distillation equipment are about \$1.10 to \$1.25 per gallon of daily capacity, not including boilers, and operation costs of about 85 to 90 cents per 1,000 gallons.

#### VAPOR COMPRESSION DISTILLATION

A natural phenomena and an ingenious engineering technique have been brought together in the Rotary vapor-compression-distillation design that appears ready for large-scale demonstration.

The natural phenomena is the use of centrifugal forces to create extremely thin films of water and thus create very high efficiencies in transferring heat from metal surfaces into the water.



The ingenious engineering technique is to form the heat transfer surfaces into rotating hollow disks mounted on a vertical shaft. As these hollow disks rotate at 300 to 400 revolutions per minute, saline water is sprayed on the inside surfaces of the disks near the hub. The centrifugal force imparted to the water by the rotation of the disks, causes the water to spread itself out in an extremely thin film as it moves to the outer rim of the disk. By the time the water has reached the outer rim, a substantial portion of it has evaporated, and the brine is collected there in pipes and conducted down to the bottom of the unit. The vapor or steam is collected from inside the disks and pumped down and around the outside surfaces of the disks where it gives up part of its heat to vaporize more saline water inside the disks and is itself condensed into fresh water, which is thrown off the rotating disks into collectors.

This process requires equipment to compress and handle the vapor, and presents difficult engineering problems in achieving and maintaining nearly perfect balance of such large rotating parts.

#### LOW TEMPERATURE FLASH EVAPORATION

Another type of system, which is designed to minimize the mineral scale formation problem takes advantage of the fact that water will boil at a significantly lower temperature than  $212^{\circ}$  if it is in a sealed container having an atmospheric pressure lower than normal, or, in other words, a partial vacuum. When water vaporizes under these conditions, and the temperature is around  $170^{\circ}$  or less, mineral-scale formation is held to a minimum.

The cost of such a system is increased by the need of vacuum pumps and motors, larger size pipes, valves, and containers to handle the large volumes of air and vapor at reduced pressures.

A typical system of this type uses warm saline water as feed which is pumped into a sealed container from which the air has been partially removed. These conditions cause a part of the warm saline water to "flash" into vapor which is then withdrawn and passed through a heat exchanger where it is condensed into potable water. Ideally, the cooling water needed in large volume and used in the heat exchanger should be significantly cooler than saline feed water, and in any event,  $15^{\circ}$  to  $30^{\circ}$  cooler.

As with other distillation units, several of these flash-evaporator units connected in series, permits better conservation and use of the heat and energy put into the system with resulting increased economy of operation.

Operating cost estimates for this type of system range from about 90 cents to \$1.20 per thousand gallons.

Capital cost of a 1 million gallon per day plant, exclusive of boilers and plant site, is estimated at about \$1.60 per gallon of daily capacity.

#### SOLAR STILLs ARE SIMPLE DEVICES

The simplest device, from an engineering and construction standpoint, to convert saline water would appear to be a solar energy still. For centuries mankind has produced salt by the simple device of constructing shallow ponds adjacent to sea water resources. These ponds are filled with sea water and the energy of the sun vaporizes

the water over a period of weeks or months, leaving pure crystalline salt.

If a thin transparent material which would let the sun's energy through, and still keep the water vapor contained were placed over such ponds, it could be expected that the water vapor would condense on the underside of the material, and could be collected.

Several such devices have been built and they work. However, the limited number of clear sunny days, and the low conversion rate to potable water per square foot of still area, make this system appear to be inordinately expensive in the amount of land and materials for production of large quantities of water. Estimates have been made that 1 square foot of solar still surface would produce about 1 pound of water per day. This system does hold promise, however, for desert areas.

#### ELECTRODIALYSIS PROCESS

The one totally new concept developed in recent years for the conversion of saline water, which in small size units has been proved in operation, is the electrodialysis system.

This system takes economic advantage of the varying degrees of contained salts in saline water which range from the desirable taste level of 200 to 400 parts per million up to 35,000 parts per million for average sea water. Electrodialysis removes the salt from the water, whereas all distillation systems remove the water from the salt. Because of this basic difference, the capital and operating costs of an electrodialysis plant are inherently lower than any other proven system for conversion of brackish water (containing 500 to 10,000 parts per million) and holds promise of being competitive both in capital and operating costs with any of the best distillation systems, if large size units are ever constructed.

When most salts such as sodium chloride are dissolved in water, the resulting solution contains submicroscopic electrically charged particles, called ions, suspended in the water. If an electric current is passed through such a solution, the ions having a positive charge will move by the electrical force of attraction to the negative source of current. Conversely, the negatively charged ions will move to the positive source of current.

This process takes advantage of this characteristic of salt solutions and makes the separation of the two types of ions more effective by using plastic ion exchange membranes. These membranes are made of a combination of plastic materials, some of which are particles carrying a positive charge. This plastic sheet or membrane is impervious to water but if placed in a salt solution the positive ions can pass through the positive membrane under the driving force of electricity, but the negative ions of the solution cannot. Conversely, a membrane made of negatively charged particles will permit the negatively charged ions from the solution to pass through but not the positive ions.

Thus a pair of these ion exchange membranes, 1 negative and 1 positive, can form a cell. If salt water is placed between these two membranes and an electric current applied across them, the positive and negative salt ions will move through the respectively charged membranes, leaving a less salty water in the middle, and saltier water on the outsides of the membranes.

A whole series of these cells if stacked up and properly connected hydraulically, form a what is known as a stack. The alternate spaces between each membrane contain either the water from which salt has been removed, or water which has received additional salt ions through the membranes. These enriched or depleted streams are fed to the next cells by internal passageways, and more salt is removed from the depleted stream, and more salt added to the enriched stream.

By the time the two streams have passed all the way through the "stack" of cells, the depleted stream is potable water, and the enriched stream is highly salty.

Thus for slightly mineralized feed water, one trip through the stack may remove all the salt that needs to be removed. If the feed water contains much salt, the water can be recirculated through the stack several times until it is potable, or passed down through several adjacent stacks in series.

Scaling is not a problem in the electrodialysis unit. When scale conditions are met, the addition of a very small amount of acid to the feed water eliminates the problem. The nature of the process is such that enough salt can be left in the product water to give it a natural fresh taste.

There has been an increasing activity overseas in recent years in developing electric ion exchange membranes and associated equipment, culminating with the start of construction last fall of a 2.8 million gallon per day plant in South Africa.

A million gallon per day electrodialysis plant would have an estimated capital cost of about \$1.25 per gallon of daily capacity and would have an estimated operating cost of 56 to 62 cents per thousand gallons. This plant would operate on brackish feed water containing 2,000 parts per million of salts and produce a product water of 500 parts per million.











# S. J. RES. 135

[Report No. 1593]

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## IN THE SENATE OF THE UNITED STATES

JANUARY 9, 1958

Mr. ANDERSON (for himself, Mr. CASE of South Dakota, Mr. KUCHEL, and Mr. WILEY) introduced the following joint resolution; which was read twice and referred to the Committee on Interior and Insular Affairs

MAY 19, 1958

Reported by Mr. ANDERSON, with amendments

[Insert a preamble, strike out all after the resolving clause, and insert the part printed in italic]

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## JOINT RESOLUTION

Providing for the construction by the Department of the Interior of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

*Whereas official Government reports show unmistakably that the United States population is multiplying at a rate which by 1980 will triple the demand for supplies of fresh water, which if not available will adversely affect the national defense by jeopardizing the economic welfare and general well-being of vast segments of the population of the United States, as well as the population of some of our Territorial possessions; and*

*Whereas many cities, towns, and rural areas are already confronted by shortages of potable water that imperil health; and*

*Whereas the expanding population, industry, and agriculture of the United States are becoming increasingly dependent upon an assured augmented supply of fresh water while the future welfare and national defense of the United States rest upon increased sources of fresh water; and*

*Whereas research by governmental agencies, educational institutions, and private industry has brought about the evolution, on a limited scale, of methods of desalting sea water and the treatment of brackish water which give promise of ultimate economical results; and*

*Whereas the United States Government has the responsibility, along with safeguarding the national defense, and protecting the health, welfare, and economic stability of the country, to transform these experiments into production tests on a scale not possible of achievement otherwise; and*

*Whereas the Congress recognized its responsibility in this field by the enactment in 1952 of the Saline Water Act (66 Stat. 328), reaffirmed its position by the amendments to such Act in 1955 (69 Stat. 198); and the legislative history of such Acts reveals that the Congress recognized even then that the time had arrived for tackling the problem more realistically and effectively, but unfortunately the program was limited to such an extent that concrete results are not possible of attainment under the provisions of existing legislation; and*

*Whereas the Congress now finds it is in the national interest to demonstrate, with the least possible delay, in actual production tests the several optimum aspects of the construction, operation, and maintenance of sea water conversion and brackish water treatment plants: Now, therefore, be it*



1       *Resolved by the Senate and House of Representatives*  
2   *of the United States of America in Congress assembled,*  
3   That the Secretary of the Interior shall, pursuant to the pro-  
4   visions of the Act of July 3, 1952 (66 Stat. 328), as  
5   amended, and in accordance with this joint resolution, pro-  
6   vide for the construction of a full scale demonstration plant  
7   for the production, from sea or other saline waters, of water  
8   suitable for agricultural, industrial, municipal, and other bene-  
9   ficial consumptive uses, through the utilization of the ionic  
10  membrane process, or one of the three most promising saline  
11  water conversion processes currently under study in the De-  
12  partment of the Interior. A decision with respect to the  
13  process to be utilized in such plant shall be made by the Sec-  
14  retary within six months after the date of approval of this  
15  joint resolution, and the construction of such plant shall  
16  proceed as rapidly thereafter as is practicable.

17       SEC. 2. There are authorized to be appropriated such  
18  sums not in excess of \$10,000,000 as may be necessary to  
19  carry out the provisions of this joint resolution.

20   That (a) the Secretary of the Interior shall, pursuant to  
21  the provisions of the Act of July 3, 1952, as amended (42  
22  U. S. C. 1951-1958), and in accordance with this joint  
23  resolution, provide for the construction, operation, and main-

1    *tenance of not less than five demonstration plants for the pro-*  
2    *duction, from sea water or brackish water, of water suitable*  
3    *for agricultural, industrial, municipal, and other beneficial*  
4    *consumptive uses. Such plants shall be designed to demon-*  
5    *strate the reliability, engineering, operating, and economic*  
6    *potentials of the sea or brackish water conversion processes*  
7    *which the Secretary shall select from among the most promis-*  
8    *ing of the presently known processes. A decision with re-*  
9    *spect to the processes to be utilized in such plants shall be*  
10    *made by the Secretary within six months after the date of*  
11    *approval of this joint resolution, and the construction of such*  
12    *plants shall proceed as rapidly thereafter as is practicable.*

13        *(b) The construction of the demonstration plants re-*  
14    *ferred to above shall be subject to the following conditions:*

15        *(1) Not less than three plants shall be designed for the*  
16    *conversion of sea water, and each of two plants so designed*  
17    *shall have a capacity of not less than one million gallons*  
18    *per day;*

19        *(2) Not less than two plants shall be designed for the*  
20    *treatment of brackish water, and at least one of the plants*  
21    *so designed shall have a capacity of not less than two hundred*  
22    *and fifty thousand gallons per day; and*

23        *(3) Such plants shall be located in the following geo-*

1 *graphical areas with a view to demonstrating optimum utility*  
2 *from the standpoint of reliable operation, maintenance, and*  
3 *economic potential—*

4       *(A) At least one plant which is designed for the con-*  
5 *version of sea water shall be located on the west coast*  
6 *of the United States, and at least one plant so designed*  
7 *shall be located on the east coast or gulf coast of the*  
8 *United States;*

9       *(B) at least one plant which is designed for the*  
10 *treatment of brackish water shall be located in the area*  
11 *generally described as the Northern Great Plains, and*  
12 *at least one plant so designed shall be located in the*  
13 *arid areas of the Southwest; and*

14       *(C) one plant which is designed for the conversion*  
15 *of sea water shall be located in the Virgin Islands or*  
16 *some other Territorial possession of the United States, as*  
17 *determined by the Secretary of the Interior, with a view*  
18 *to providing potable water and/or additional electric*  
19 *power.*

20       *(c) As used in this joint resolution, the term “demon-*  
21 *stration plant” means a plant of sufficient size and capacity*  
22 *to establish on a day-to-day operating basis the optimum at-*  
23 *tainable reliability, engineering, operating, and economic po-*

1    *tential of the particular sea water conversion process or the*  
2    *brackish water treatment process selected by the Secretary of*  
3    *the Interior for utilization in such plant.*

4        *SEC. 2. The Secretary of the Interior shall enter into a*  
5    *contract or contracts for the construction of the demonstration*  
6    *plants referred to in the preceding section, and the Secretary*  
7    *shall enter into a separate contract or contracts for the opera-*  
8    *tion and maintenance of such plants. Any such operation and*  
9    *maintenance contract shall provide for the compilation by the*  
10   *contractor of complete records with respect to the operation,*  
11   *maintenance, and engineering of the plant or plants specified*  
12   *in the contract. The records so compiled shall be made avail-*  
13   *able to the public by the Secretary at periodic and reasonable*  
14   *intervals with a view to demonstrating the most feasible exist-*  
15   *ing processes for desalting sea water and treating brackish*  
16   *water. Access by the public to the demonstration plants*  
17   *herein provided for shall be assured during all phases of con-*  
18   *struction and operation subject to such reasonable restrictions*  
19   *as to time and place as the Secretary of the Interior may re-*  
20   *quire or approve.*

21        *SEC. 3. The authority of the Secretary of the Interior*  
22   *under this joint resolution to construct, operate, and maintain*  
23   *demonstration plants shall terminate upon the expiration*  
24   *of five years after the date on which this joint resolution*  
25   *is approved. Upon the expiration of such five-year period*



1 the Secretary shall proceed as promptly as practicable to  
2 dispose of any plants so constructed by sale to the highest  
3 bidder, or as may otherwise be directed by Act of Congress.

4 SEC. 4. The powers conferred on the Secretary of the  
5 Interior by this joint resolution shall be in addition to and  
6 not in derogation of the authority conferred on the Secretary  
7 by the Act of July 3, 1952, as amended (42 U. S. C.  
8 1951-1958). The provisions of such Act, except as other-  
9 wise provided in this joint resolution, shall be applicable  
10 in the administration of this joint resolution.

11 SEC. 5. There are hereby authorized to be appropri-  
12 ated such sums, not in excess of \$10,000,000, as may be  
13 necessary to provide for the construction of the demonstra-  
14 tion plants referred to in this joint resolution, together with  
15 such additional sums as may be necessary for the operation  
16 and maintenance of such plants, and the administration of  
17 the program authorized by this resolution.

Amend the title so as to read: "Joint resolution provid-  
ing for the construction by the Department of the Interior  
of demonstration plants for the production, from saline or  
brackish waters, of water suitable for agricultural, industrial,  
municipal, and other beneficial consumptive uses."

85TH CONGRESS  
2D SESSION

# S. J. RES. 135

[Report No. 1593]

## JOINT RESOLUTION

Providing for the construction by the Department of the Interior of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

By Mr. ANDERSON, Mr. CASE of South Dakota,  
Mr. KUCHEL, and Mr. VILEY

JANUARY 9, 1958

Read twice and referred to the Committee on Interior  
and Insular Affairs

MAY 19, 1958

Reported with amendments



tive from Maine in the Congress of the United States."

"In senate chamber, in concurrence May 8, 1958, read and adopted.

"CHESTER T. WINSLOW,  
"Secretary.

"House of representatives, read and adopted May 8, 1958.

"HARVEY R. PEASE,  
"Clerk."

The VICE PRESIDENT laid before the Senate a joint resolution of the Legislature of the State of Maine, identical with the foregoing, which was referred to the Committee on Finance.

## REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. ELLENDER, from the Committee on Agriculture and Forestry, without amendment:

S. 1939. A bill to amend the Federal Seed Act of August 9, 1939 (53 Stat. 1275), as amended (Rept. No. 1590); and

H. R. 6765. An act to provide for reports on the acreage planted to cotton; to repeal the prohibitions against cotton acreage reports based on farmers' planting intentions, and for other purposes (Rept. No. 1591).

By Mr. HUMPHREY, from the Committee on Agriculture and Forestry, without amendment:

S. 3076. A bill to amend section 12 of the act of May 29, 1884, relating to research on foot-and-mouth disease and other animal diseases (Rept. No. 1589).

By Mr. MAGNUSON, from the Committee on Interstate and Foreign Commerce, with amendments:

S. 2447. A bill to authorize and direct the Secretary of the Interior to undertake continuing studies of the effects of insecticides, herbicides, and fungicides upon fish and wildlife for the purpose of preventing losses of those invaluable natural resources following spraying and to provide basic data on the various chemical controls so that forests, croplands, and marshes can be sprayed with minimum losses of fish and wildlife (Rept. No. 1592).

By Mr. O'MAHONEY, from the Committee on the Judiciary, without amendment:

S. 2629. A bill for the relief of John J. Spriggs (Rept. No. 1594).

By Mr. O'MAHONEY, from the Committee on the Judiciary, with an amendment:

H. J. Res. 378. Joint resolution to authorize the President to proclaim annually the week which includes July 4 as National Safe Boating Week (Rept. No. 1595).

By Mr. O'MAHONEY, from the Committee on the Judiciary, with amendments:

H. R. 1061. An act to amend title 10, United States Code, to authorize the Secretary of Defense and the Secretaries of the military departments to settle certain claims for damage to, or loss of, property or personal injury or death, not cognizable under any other law (Rept. No. 1596).

By Mr. EASTLAND, from the Committee on the Judiciary, without amendment:

S. 445. A bill for the relief of Maria Sabatino (Rept. No. 1597);

S. 683. A bill for the relief of Chiu-Sang Wu and his wife, Catherine Naoko Mitsuda Wu (Rept. No. 1598);

S. 1542. A bill for the relief of Lori Biagi (Rept. No. 1599);

S. 1963. A bill to amend section 35 of title 18 of the United States Code so as to increase the punishment for knowingly giving false information concerning destruction of aircraft and motor vehicles (Rept. No. 1600);

S. 2982. A bill for the relief of Kalliope Giamnias (Rept. No. 1601);

H. R. 1466. An act for the relief of Dr. Thomas B. Meade (Rept. No. 1608);

H. R. 7261. An act to amend the Federal Probation Act to make it applicable to the United States District Court for the District of Columbia (Rept. No. 1609); and

H. R. 9775. An act for the relief of William J. McGarry (Rept. No. 1610).

By Mr. EASTLAND, from the Committee on the Judiciary, with an amendment:

S. 3055. A bill for the relief of Ronald H. Denison (Rept. No. 1603);

S. 3175. A bill for the relief of Giuseppina Fazio (Rept. No. 1602);

S. 3205. A bill for the relief of Paul S. Watanabe (Rept. No. 1604);

H. R. 1700. An act for the relief of Western Instruments Associates (Rept. No. 1611); and

H. R. 6932. An act for the relief of the estate of W. C. Yarbrough (Rept. No. 1612).

By Mr. EASTLAND, from the Committee on the Judiciary, with amendments:

S. 459. A bill for the relief of Francisco Salinas (also known as Daniel Castro Quilantan) and his wife Graciela de Jesus Garza Salinas (also known as Graciela de Jesus Garza Quilantan) (Rept. No. 1605);

S. 489. A bill for the relief of Mary K. Ryan (Rept. No. 1606);

S. 1593. A bill for the relief of Elisabeth Lesch (Rept. No. 1607); and

H. R. 1492. An act for the relief of Gillous M. Young (Rept. No. 1613).

## DEMONSTRATION PLANT FOR PRODUCTION FROM SEA OR OTHER SALINE WATERS, WATER SUITABLE FOR AGRICULTURAL PURPOSES—REPORT OF A COMMITTEE

Mr. ANDERSON. Mr. President, by direction of the Committee on Interior and Insular Affairs, I report favorably, with an amendment, in the nature of a substitute, the joint resolution (S. J. Res. 135) providing for the construction by the Department of the Interior of a full-scale demonstration plant for the production from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, and I submit a report (No. 1593) thereon.

The title as amended provides for the construction by the Secretary of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, or other beneficial consumptive uses.

On April 1, by leave of the Senate, the Senator from South Dakota [Mr. CASE] and the Senator from California [Mr. KUCHEL] became cosponsors. The senior Senator from Wisconsin [Mr. WILEY] desires to join us in sponsoring this important legislation, and I ask unanimous consent that his name be added as a cosponsor.

The VICE PRESIDENT. Without objection, it is so ordered.

Mr. ANDERSON. Mr. President, in our opinion, Senate Joint Resolution 135, as amended, represents the most vital piece of water legislation since the enactment of the Reclamation Law of 1902, which set the stage for water and land resource development in the 17 Western States. Under this act, reclamation projects are now supplying irrigation water to more than 7 million acres of productive agricultural land that have created or supported hundreds of cities and towns in the West.

Public power, totaling more than 5 million kilowatts have been installed on Reclamation multipurpose projects. Municipal water is furnished scores of cities and towns as a byproduct.

Taxable values have been created, running into hundreds of millions of dollars, purchasing power has been created, homes established, and the spreading of the wealth developed has been felt in every section of the country, as Theodore Roosevelt predicted in his message to the Congress 56 years ago.

By 1980, Government experts estimate that the use of water in this country will treble. Surface and underground sources of fresh, sweet, or potable water in many areas of the country are already being taxed to capacity to meet daily needs of a population that is increasing at the rate of 3 million persons annually.

The stability and growth of many of our coastal cities to the west, as well as the east, depends on fresh water supplies. In the interior areas, communities are already confronted by diminishing potable supplies. Agricultural areas in many Western States are confronted by a lack of water suitable for irrigation.

In 1952 the Congress established a saline water program in the Department of the Interior for research and pilot plant development. There is no question but that sea water can be desalted or that brackish water can be demineralized.

The problem has been to demonstrate, on a full-scale basis, the best methods by which results can be achieved at economical cost. So far only very minor pilot plant operations have been undertaken, either by the Government or private industry.

In the opinion of the committee the approach has been inadequate and ineffectual toward reaching promptly the goal that time is making an urgent necessity. Five, ten, or fifteen years are all too short a time in which to reach the goal.

Senate Joint Resolution 135, as amended, places the responsibility for accelerating the saline water program on the Secretary of the Interior, whose department is charged with the duty of implementing the authorizations set forth in the measure as reported by the committee. We have confidence that the present Secretary, a former distinguished Member of this body, is alert to the problem and will so organize the program to carry out the objectives promptly and effectively.

In brief, the authorization in the amended resolution sets forth these objectives with an appropriation of \$10 million.

First. Construction and operation of—  
(1) Not less than 3 plants which shall be designed for the conversion of sea water, and each of 2 plants so designed to have a capacity of not less than 1 million gallons per day;

(2) Not less than 2 plants, designed for the treatment of brackish water, and at least 1 of the plants so designed to have a capacity of not less than 250,000 gallons per day; and

(3) Such plants shall be located in the following geographical areas with a



view to demonstrating optimum utility from the standpoint of reliable operation, maintenance, and economic potential—

(A) At least 1 plant which is designed for the conversion of sea water shall be located on the west coast of the United States, and at least 1 plant so designed shall be located on the east coast or gulf coast of the United States;

(B) At least 1 plant which is designed for the treatment of brackish water shall be located in the area generally described as the Northern Great Plains, and at least 1 plant so designed shall be located in the arid areas of the Southwest; and

(C) One plant which is designed for the conversion of sea water shall be located in the Virgin Islands or some other Territorial possession of the United States, as determined by the Secretary of the Interior, with a view to providing potable water and/or additional electric power.

The committee has avoided any indication as to the precise locations of any of the plant in the general geographical areas indicated. The decisions on the precise locations are the responsibility of the Secretary.

Presumably, the Secretary will take into consideration the critical water problems of local areas and the market for the potable water produced at the plants. Cooperation of States and local communities will undoubtedly be a factor in the Secretary's consideration of the locations.

It is our hope that Senate Joint Resolution 135 will receive early consideration.

The VICE PRESIDENT. The report will be received, and the joint resolution will be placed on the calendar.

Mr. WILEY. Mr. President, the future of America and of the world is, more than we realize, dependent on continued adequate supplies of what we have always assumed to be as plentiful as the air—that is, water.

However, increasing home, industrial and agricultural uses, the cutting down of many of our forests, and the growing industrialization of our continent are going to make water a scarce commodity, unless we take steps to prevent it.

Conservation of natural resources is one avenue of prevention. Another is perfecting the economical purification of polluted, saline, and brackish water.

Therefore, I have been pleased to join in cosponsoring the committee bill which Senator ANDERSON is sponsoring, and which provides for the construction, under contract with the Department of the Interior, of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial uses.

And, Mr. President, I ask unanimous consent that there be printed in the body of the RECORD at this point my statement on Senate Joint Resolution 135, as amended.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

#### STATEMENT BY SENATOR WILEY

##### HISTORICAL BACKGROUND

Civilizations have risen and fallen depending on changing climates. Deserts have crept up on lush and wealthy civilizations, have destroyed them more completely than an invading horde could have done.

Power has waxed and waned dependent upon the fruits of civilization which require the nourishment of pure water.

Note the effect of water. In the midst of arid deserts, one comes upon the delightful relief of the oasis. And the oasis differs only from the surrounding desert because of the water which feeds it.

##### INTERNATIONAL ASPECTS

As dynasties have risen and fallen for such reasons as I have mentioned, international power has shifted from one nation to another.

One of the great sources of power of the United States has been its relative freedom from worry about sources of water.

Other raw materials have been available in abundance, but so has the water necessary to support the life of the continent and to make easy any industrial process to refine the rich ores found in this country.

Some countries which have lacked water have felt insecure and poor, and have considered it necessary to prey upon their neighbors in order to survive.

International conflict is often bred by poverty, and national poverty is often due to lack of water.

##### WATER AND THE MIDDLE EAST

In the northern plain of Africa and in the Arabian Peninsula, we see great stretches of desert covering areas, much of which was once well watered and green. Perhaps from the overuse or waste of the surface of the soil, the water gradually receded until nothing was left but desert.

Along the Nile, there has continued a primitive agriculture, dependent almost completely upon irrigation from the sluggish, muddy waters of the Nile. Along the banks, the peasant pedals a wheel to which are attached cups which raise the water to the ditches he has dug in his little piece of soil. And, on this little water, his crop must grow.

As you all know, the increase and regulation of the waters of the Nile for the benefit of the agriculture and industry of Egypt has long been a dream of the people inhabiting that area.

In Palestine, the lack of water has tended to increase the tensions between the Arab nomadic tribes and the Israelis who cultivate the soil and start industry. A project to bring water to that area would be one of the most effective international means of relieving tensions and bringing peace to an otherwise strife-torn region.

##### SALINE AND BRACKISH WATER

Where fountainheads of water are not available for damming and piping to arid areas, there is usually a kind of water which has been useless in the past. I refer to the salty water of the ocean and to the brackish water of other areas. For thousands of years, it has been known that saline and brackish water could be converted into comparatively pure water by such processes as distillation. However, the problem of excessive cost has always been the limiting factor.

Laboratory experiments have refined these age-old processes to the point where we can now foresee the increasingly inexpensive manufacture of pure water from salty water.

The time has come, in my opinion, when we must seize time by the forelock and ride head on to meet the challenge of the future.

There are many practical processes; but the mere test tube type application of them in the laboratory does not tell us how cheaply we can really make large quantities of fresh water.

America is proud of its private industry, of the initiative and practical engineering of which American industry is capable.

It is, therefore, a great satisfaction to cosponsor a bill which provides that five demonstration plants shall be constructed by our private industry.

In private industry one will find the practical engineers whose experience has qualified them to meet the practical problem of cost, and to cut cost to the bone.

##### DISTRIBUTION OF THE PLANTS

It is a great advantage, in my opinion, to have the proposed plants located at differing places within the United States.

This will test operations under diverse conditions, and it will make the plants available to different sections of our country.

It is unfortunately true that increasingly there are parts of the United States which suffer from lack of surplus supplies of water.

##### WISCONSIN WATER MUST BE SAVED

We, in Wisconsin, find that we are increasingly under pressure to lend and probably to give some of our water to our friends.

Although we would like to be generous with our natural resources, we must guard the future of our great State and protect the heritage of our children and grandchildren.

##### STOP CHICAGO WATER DIVERSION

The continual fight by the authorities of the city of Chicago, and their allies, for a diversion to their own use of Lake Michigan waters which belong to lakeside States, constantly emphasizes the struggle over water.

We should be naive if we did not now foresee an increasingly intense struggle for Lake Michigan water, unless we can point the way toward more economical purification.

Although the problem of the city of Chicago is not one of purifying saline or brackish water, it is a somewhat similar problem—that of purifying water polluted by industry and by sewage from a large city.

The city of Chicago and the Chicago Sanitary District should, in my humble judgment, demonstrate what can be cheaply done in the purification of polluted water by Chicago, so that their neighboring lake States would be freed from the drain and constant fear of losing some of their water rights.

For instance a 1-inch drop in the lake level would put ships 1 inch closer to scraping bottom, necessitating lighter loads for most freight ships.

##### WISCONSIN WATER LAWS

The State of Wisconsin has commendably undertaken a review of all aspects of the question of laws concerning the use of water.

Water in the State is needed for recreation, for drinking, for agriculture, for industry. And, it is the sine qua non, or necessity, of the beautiful vegetation which adorns the State of Wisconsin and of the wildlife which inhabits its forests.

The rivers and lakes of Wisconsin are a joy to behold and a pleasure for the vacationer to use. Incidentally, the recreation industry is the third largest industry in the State.

These lakes and rivers are not in imminent danger—at least so long as we vigilantly stand guard against lake water diversion.

However, the water table of this, as well as of other States, has been gradually sinking.

Watershed management, to increase the absorption of water into the land will help; but in the long run this will not be enough.

##### LET US BE FARSIGHTED

It is not enough to say that the problem of water, of scarcity, is not immediately upon us. This is most fortunate. We in the Senate are charged with taking the long view of the needs of our country and



of our States. And, if we fail to do this, we may perhaps see looming on the horizon the unpleasant mirage, not of a lovely oasis, but of an arid desert gradually creeping upon our prosperous land.

I am sure, however, that we shall all take the long view, be farsighted, and plan the protection of our trusting country from drought.

We must, therefore, redouble our efforts.

#### CONSERVATION

Conservation of natural resources should, of course, be carried on in the ways in which our laws provide. And, where necessary, these laws should be strengthened to give proper attention to the protection of the existing water-conserving coverage of the soil, and to the development of other conservation measures.

And, in addition, I believe that we should, as quickly as possible, pass and send to the President this Senate Joint Resolution 135, a bill calculated to make practical the theoretical knowledge which has been obtained concerning the purification of saline and brackish water.

#### THE BILL

This Senate Joint Resolution 135, as amended, contains appropriate recitals as to the increasing scarcity of water and the danger of such scarcity to our country.

The bill also provides that the Secretary of the Interior select the process to be utilized in the demonstration plants, and that he do this within 6 months.

The Secretary of the Interior is also directed to let contracts for the construction of not less than 5 demonstration plants. These are to be large plants. Not less than 3 are to be designed for the conversion of seawater, and 2 of these plants are to be of a capacity of not less than 1 million gallons per day.

Not less than 2 of the 5 plants are to be designed for the treatment of brackish water. At least 1 of these brackish water plants is to have a capacity of not less than 250,000 gallons per day.

The geographic locations of the plants are to be such that they will be distributed throughout the United States—

1. One for seawater, to be on the west coast;
2. One for seawater, on the east or gulf coast;
3. One for seawater, to be in a Territorial possession such as the Virgin Islands, where they have had, I am told, a water problem;
4. One for brackish water, to be located in the northern Great Plains; and,
5. One for brackish water, in the so-called arid areas of the Southwest.

Mr. President, I am happy to join my colleagues in supporting this legislation, and I ask that it receive the most prompt and favorable consideration. It is not too much to say that our hopes for lasting world peace may ultimately depend upon our solution to the problem of pure water. If we can assure the world of an increasingly adequate supply of fresh water, we shall be in a position to lead in alleviating the arid conditions leading to national poverty and resulting international tension. I, for one, am confident that this bill will go a long way toward helping to solve the practical problem of the conversion of saline and brackish water into sweet and fresh water at a practical, low cost.

#### CONTROL OF NOXIOUS PLANTS ON CERTAIN GOVERNMENT LANDS—REPORT OF A COMMITTEE.

Mr. HUMPHREY, Mr. President, from the Committee on Agriculture and Forestry, I report an original bill to provide for the control of noxious plants on

land under the control or jurisdiction of the Federal Government, and I submit a report (No. 1588) thereon.

The VICE PRESIDENT. The report will be received, and the bill will be placed on the calendar.

The bill (S. 3861) to provide for the control of noxious plants on land under the control or jurisdiction of the Federal Government, was read twice by its title, and placed on the calendar.

#### PROVISIONS WITH RESPECT TO REMOVAL AND TERMS OF OFFICE OF MEMBERS OF CERTAIN REGULATORY AGENCIES—REPORT OF A COMMITTEE

Mr. MAGNUSON, Mr. President, from the Committee on Interstate and Foreign Commerce, I report an original bill to establish certain provisions with respect to the removal and the terms of office of the members of certain regulatory agencies, and I submit a report (No. 1614) thereon.

The VICE PRESIDENT. The report will be received and printed, and the bill will be placed on the calendar.

The bill (S. 3862) to establish certain provisions with respect to the removal and the terms of office of the members of certain regulatory agencies, reported by Mr. MAGNUSON from the Committee on Interstate and Foreign Commerce, was read twice by its title, and placed on the calendar.

#### EXECUTIVE REPORT OF A COMMITTEE

As in executive session,  
The following favorable report of a nomination was submitted:

By Mr. FULBRIGHT, from the Committee on Banking and Currency:

Ira A. Dixon, of Indiana, to be a member of the Federal Home Loan Bank Board.

#### BILLS AND JOINT RESOLUTION INTRODUCED

Bills and a joint resolution were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. DIRKSEN:

S. 3836. A bill for the relief of Girolamo Nasselli; to the Committee on the Judiciary.

By Mr. DIRKSEN (by request):

S. 3837. A bill for the relief of Stefano Filippone and Maria Filippone; to the Committee on the Judiciary.

By Mr. DIRKSEN (for himself and Mr. MARTIN of Iowa):

S. 3838. A bill to provide authority for the payment of certain claims under section 2732 of title 10 of the United States Code; to the Committee on the Judiciary.

By Mr. GREEN:

S. 3839. A bill for the relief of Sadako Suzuki; and

S. 3840. A bill for the relief of Yee Yun; to the Committee on the Judiciary.

By Mr. YARBOROUGH:

S. 3841. A bill to amend section 633 of title 28, United States Code, prescribing fees of United States commissioners; to the Committee on the Judiciary.

S. 3842. A bill to amend the Civil Service Retirement Act so as to provide for crediting of service of United States Commissioners on

the basis of one two-hundred-and thirty-eighth of a year for each day's service; to the Committee on Post Office and Civil Service.

(See the remarks of Mr. YARBOROUGH when he introduced the above bills, which appear under separate headings.)

By Mr. BIBLE:

S. 3843. A bill to regulate the practice of physical therapy by registered physical therapists in the District of Columbia; to the Committee on the District of Columbia.

By Mr. YOUNG:

S. 3844. A bill to provide for the erection of a Federal building in Williston, N. Dak.;

S. 3845. A bill to provide for the erection of a Federal building in Grand Forks, N. Dak.;

S. 3846. A bill to provide for the erection of a Federal building in Minot, N. Dak.;

S. 3847. A bill to provide for the erection of a Federal building in Bismarck, N. Dak.;

S. 3848. A bill to provide for the erection of a Federal building in Fargo, N. Dak.; and

S. 3849. A bill to provide for the erection of a Federal building in Mandan, N. Dak.; to the Committee on Public Works.

By Mr. HUMPHREY (for himself and Mr. PROXMIER):

S. 3850. A bill to amend the Federal Trade Commission Act, as amended, so as to equalize rights in the distribution of identified merchandise; to the Committee on Interstate and Foreign Commerce.

By Mr. HUMPHREY (for himself, Mr. RUSSELL, Mr. LONG, Mr. MORSE, and Mr. PROXMIER):

S. 3851. A bill to amend the act entitled "An act to supplement existing laws against unlawful restraints and monopolies, and for other purposes," approved October 15, 1914, and to amend the act entitled "An act to protect trade and commerce against unlawful restraints and monopolies," approved July 2, 1890, for the purpose of prohibiting loss leader sales.

By Mr. HUMPHREY (for himself and Mr. PROXMIER):

S. 3852. A bill to amend the Clayton Act to prohibit sales in commerce at unreasonably low prices where the effect may be to injure competition; to the Committee on the Judiciary.

(See the remarks of Mr. HUMPHREY when he introduced the above bills, which appear under a separate heading.)

By Mr. NEUBERGER (for himself, Mr. MAGNUSON, Mr. MORSE, and Mr. JACKSON):

S. 3853. A bill to authorize the Secretary of the Army to sell or lease, or grant easements in, over, and upon, real property of the United States which is part of a dam and reservoir project; to the Committee on Public Works.

(See the remarks of Mr. NEUBERGER when he introduced the above bill, which appear under a separate heading.)

By Mr. MAGNUSON (for himself, Mr. JACKSON, Mr. NEUBERGER, and Mr. MORSE):

S. 3854. A bill to authorize the Secretary of the Army to sell lands at dam and reservoir projects to State and local agencies for port development, or recreational or industrial facilities; to the Committee on Public Works.

By Mr. DOUGLAS:

S. 3855. A bill to amend title IV of the Housing Act of 1950 (college housing) with respect to the definition of "educational institution"; to the Committee on Banking and Currency.

By Mr. BARRETT:

S. 3856. A bill to amend title I of the Social Security Act to permit the States to disregard certain income in determining need for old-age assistance under the State programs established pursuant to such title; to the Committee on Finance.

By Mr. BUTLER:

S. 3857. A bill to amend the Shipping Act, 1916, in order to make lawful under the provisions of such act a special rate granted in



return for an exclusive contract with a shipper; to the Committee on Interstate and Foreign Commerce.

(See the remarks of Mr. BUTLER when he introduced the above bill, which appear under a separate heading.)

By Mr. THYE:

S. 3858. A bill authorizing Commodity Credit Corporation to purchase flour and cornmeal and donating same for certain domestic and foreign purposes; to the Committee on Agriculture and Forestry.

(See the remarks of Mr. THYE when he introduced the above bill, which appear under a separate heading.)

By Mr. IVES:

S. 3859. A bill for the relief of Eber Bros. Wine & Liquor Corp.; to the Committee on the Judiciary.

S. 3860. A bill to amend the Labor-Management Relations Act, 1947; to the Committee on Labor and Public Welfare.

By Mr. HUMPHREY:

S. 3861. A bill to provide for the control of noxious plants on land under the control or jurisdiction of the Federal Government; placed on the calendar.

(See reference to above bill when reported by Mr. HUMPHREY, which appears under a separate heading.)

By Mr. MAGNUSON:

S. 3862. A bill to establish certain provisions with respect to the removal and the terms of office of the members of certain regulatory agencies; placed on the calendar.

(See reference to above bill when reported by Mr. MAGNUSON, which appears under a separate heading.)

By Mr. RUSSELL (for himself and Mr. SALTONSTALL) (by request):

S. 3863. A bill to provide additional facilities necessary for the administration and training of units of the Reserve components of the Armed Forces of the United States; to the Committee on Armed Services.

(See the remarks of Mr. RUSSELL when he introduced the above bill, which appear under a separate heading.)

By Mr. THURMOND:

S. J. Res. 175. Joint resolution proposing an amendment to the Constitution of the United States relating to the plea of double jeopardy; to the Committee on the Judiciary.

(See the remarks of Mr. THURMOND when he introduced the above joint resolution, which appear under a separate heading.)

#### AMENDMENT TO SECTION 633 OF TITLE 28, UNITED STATES CODE, PRESCRIBING FEES OF UNITED STATES COMMISSIONERS

Mr. YARBOROUGH. Mr. President, I introduce for appropriate reference a bill to amend section 633 of title 28, United States Code, prescribing an increase in rate of fees charged by United States Commissioners, in order to correct a condition which has existed for the period 1946 to date in which the United States Commissioners have received remuneration below that of other comparable United States Government officials. In brief, the situation may be noted as follows: Remuneration for United States Commissioners was not corrected in the various bills that increased earnings of employees and officials between the years 1946 and 1957. During these same 11 years Congress wisely increased earnings of United States judges, United States Congressmen, and others approximately 125 percent.

In order to meet current increased costs of operation and remuneration, the

schedule of fees under United States Code, section 633, title 28, has been amended to take care of a 25-percent increase for service rendered on 8 types of service performed by United States commissioners—the detailed types of service are described in the amendment.

In 1957, the fee schedule was changed by enactment of H. R. 4191 so as to give substantial increases for the first few cases handled by commissioners, but the bill eliminated the additional compensation statute entirely. The details of this 1957 change are discussed in Senate Report, Calendar No. 1039, report 1016, 85th Congress, 1st session, which is the committee report on H. R. 4191. Under date of August 19, 1957, in particular, at pages 3, 5, 6, 8, 10, and 11, these matters are discussed.

I urge prompt consideration of the subject by the committee.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 3841) to amend section 633 of title 28, United States Code, prescribing fees of United States commissioners, introduced by Mr. YARBOROUGH, was received, read twice by its title, and referred to the Committee on the Judiciary.

#### AMENDMENT TO CIVIL SERVICE RETIREMENT ACT, TITLE V, SECTION 3 (I) OF UNITED STATES CODE

Mr. YARBOROUGH. Mr. President, I introduce for appropriate reference, a bill to amend the Civil Service Retirement Act in order to provide for the crediting of service of United States commissioners on the basis of one two-hundred-and-thirty-eighth of the year for each day's service.

The named amendment to section 2253 at section 3 (i) of the Civil Service Retirement Act, title 5, United States Code is designed for the purpose of including United States commissioners in general increases granted to other officials and employees of the United States Government under certain conditions of equitable procedure. I am advised that only 30 United States commissioners out of some 550 in the service of the United States earn sufficient remuneration to come under the provisions of the Civil Service Retirement Act. Hence, there is a justification for improving the position of the United States commissioners.

Under the present law, deductions of 6½ percent are made from the earnings of the commissioners without regard to the number of days of service. For example, a United States commissioner, on the basis of his fee earnings during a calendar year, may pay the sum of \$650 into a retirement fund. However, if he has served only 157 days of the calendar year in which the \$650 has been deducted, he contributes on a 100-percent basis and receives credit for retirement purposes of only one hundred fifty-five three-hundred-thirteenth of a year, or only approximately 50 percent of his creditable time for that year. Measured against other comparable Fed-

eral service, this result is not a comparable and equitable return for United States commissioners. The general aspects of the problem are found in Senate committee report of August 19, 1957, which was filed as report No. 1016 to accompany H. R. 4191 at pages 3, 5, 6, 8, 10, and 11.

In summary, the discrepancies are deemed worthy of consideration in order to iron out various inequities under the present system of operation.

I request that the Committee give prompt consideration to the problem.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 3842) to amend the Civil Service Retirement Act so as to provide for crediting of service of United States Commissioners on the basis of one two-hundred-and-thirty-eighths of a year for each day's service, introduced by Mr. YARBOROUGH, was received, read twice by its title, and referred to the Committee on Post Office and Civil Service.

#### PROPOSED LEGISLATION FOR ASSISTANCE TO INDEPENDENT SMALL BUSINESS

Mr. HUMPHREY. Mr. President, I am about to introduce three bills, and I ask unanimous consent that I may speak on them in excess of the 3 minutes allowed under the order which has been entered.

The VICE PRESIDENT. Without objection, the Senator from Minnesota may proceed.

Mr. HUMPHREY. The bills are designed to be of assistance to independent small business, one of them to strengthen the Federal Trade Act, and the second to apply to loss leader sales.

A third bill is to fortify what we call fair-trade competition. It is with considerable pleasure that I call attention to the businesslike manner in which Congress is addressing itself this year to the major legislative needs of the small-business community.

I see present on the floor the distinguished chairman of the Select Committee on Small Business, the Senator from Alabama [Mr. SPARKMAN], who has given such wonderful leadership and direction to the efforts that are being made in Congress and elsewhere to strengthen and support legitimate small-business enterprises, which make up so much of our American economy.

Longstanding small-business problems are being attacked in this session with a force and dedication of purpose that seems certain to produce successful results. Already congressional committees have under intensive consideration such crucial legislative proposals as tax relief and equity financing programs for small business, S. 11, the equality of opportunity bill, and the premerger notification bill. Other legislation of an only slightly lesser importance, such as the plan to make the Small Business Administration a permanent guardian of small-business interests, is similarly being prepared for final action during this session. Truly, 1958 is rapidly taking shape in Congress as







May 21, 1958

16. COTTON. Passed without amendment H. R. 6765; to repeal the prohibition against cotton acreage reports based on farmers' planting intentions. This bill will now be sent to the President. pp. 8216, 1233
17. RESEARCH; WILDLIFE. At the request of Sen. Hruska, passed over S. 2447, to authorize studies of the effects of insecticides upon fish and wildlife. p. 8212
18. SALINE WATER. At the request of Sen. Talmadge passed over S. J. Res. 135, to authorize the Interior Department to construct and operate a salt-water conversion demonstration plant. p. 8212
19. FARM PROGRAM. The Agriculture and Forestry Committee ordered reported the following bills:  
An original bill authorizing transfer of cotton acreage allotments from lands which cannot be planted to other lands in 1958;  
S. 1436, with amendment, to amend various provisions of law regarding ASC committees;  
H. R. 376, to prohibit trading in onion futures on commodity exchanges;  
H. R. 7953, to facilitate and simplify the work of the Forest Service;  
H. R. 5497, to authorize Federal assistance for certain fish and wildlife development projects under the Watershed Protection and Flood Prevention Act; and  
H. R. 11399, to authorize the Secretary to set the level of price support for extra-long-staple cotton at between 60 to 75 percent of parity. p. D344
20. IMPORTS. The Finance Committee reported with amendments H. R. 6006, to provide for greater certainty, speed, and efficiency in the enforcement of the Anti-dumping Act (S. Rept. 1619). p. 8170
21. INFORMATION. The Judiciary Committee reported without amendment S. 921, to prevent the use of 5 U. S. C. 22 to withhold information. p. 8170
22. RECLAMATION. Passed as reported S. 2215, to authorize the Interior Department to construct, operate, and maintain the Spokane Valley Project. p. 8200
23. FLOOD CONTROL. Sen. Kuchel urged the Senate to act on the flood control authorization bill vetoed by the President, and inserted various communications on the need for such projects in Calif. pp. 8242-6
24. POSTAL RATES AND PAY. Agreed to and sent to the House the conference report on H. R. 5836, the postal rate and pay increase bill, by a vote of 88 to 0. pp. 8227-33
25. STATEHOOD. Sen. Church urged Alaskan statehood, and inserted a letter he wrote to the President to urge his support for the bill. p. 8251
26. FOREIGN AID. The Foreign Relations Committee began consideration of the proposed Mutual Security Act of 1928, and adopted a policy statement that it was the sense of Congress that India be given support in its economic development program. pp. D445-6
27. FOREIGN TRADE. Sen. Morse inserted a summary of Ore. opinion ballots on certain public questions, including support for world trade policies in line with Administration-backed proposals. pp. 8191-4

28. EXPORT CONTROL. Received from the Commerce Department a report on export control for the first quarter of 1958. p. 8169
29. ARBOR DAY. Sen. Javits inserted a resolution of the Greene County, N. Y., Board of Supervisors, urging establishment of a National Arbor Day. p. 8169

#### ITEMS IN APPENDIX

30. RESEARCH. Sen. Knowland inserted his address before the American Feed Growers Ass'n discussing "pertinent" farm facts and suggesting certain action toward an improved farm program. pp. A4649-51
31. PRICES. Sen. Javits inserted excerpts from Ewan Clague's, Dept. of Labor, speech, "The Consumer Price Index in the Current Price Situation." pp. A4660-1
32. AREA DEVELOPMENT. Extension of remarks of Sen. Thurmond expressing his opposition to the proposed area redevelopment bill. p. A4663
33. TRANSPORTATION. Sen. Wiley inserted a letter from the General Steamship Agencies pointing out the "tremendously impressive savings which have been already realized, thanks to the movement of surplus farm products via the direct, all-water route from the Midwest through the present St. Lawrence seaway." pp. A4669-70
34. FOREIGN AID. Extension of remarks of Sen. Dworshak inserting an editorial urging reappraisal of the foreign aid program. pp. A4675-6  
Rep. Chipperfield inserted an editorial and a report by Rep. Bass favoring the foreign aid program. pp. A4691-2, A4707
35. ELECTRIFICATION. Sen. Sparkman inserted an editorial, "TVA's Challenge--After 25 Years." pp. A4679-80
36. LIVESTOCK. Rep. Polk inserted an editorial, "Meat Promotion Up Again," emphasizing the need of "being sure any meat promotion moves are right before they are made." pp. A4685-6
37. STATEHOOD. Rep. Poage inserted a letter he had written pointing out "what seems to be an obvious weakness in the pending statehood bill." pp. A4687-88
38. TOBACCO. Rep. Lankford inserted two articles discussing the growth and marketing of tobacco in Md. pp. A4694-95
39. FARM PROGRAM. Extension of remarks of Rep. Schwengel discussing farm policies, in which he states that "it is becoming increasingly clear that political management of agriculture does not work very well," and inserting a magazine article discussing farm conditions. pp. A4706-07
40. FARM DRAINAGE; WILDLIFE. Extension of remarks of Rep. Reuss urging the enactment of legislation to restrict farm draining projects harmful to wildlife, stating that "there is not the slightest doubt that the Department of Agriculture's farm drainage program, as administered under existing law, has in many cases worked directly counter to the best interests of wildlife, water, and even soil conservation," and inserting an article and letter discussing the matter. pp. A4717-18



act. The Secretary may impose such terms and conditions upon granting any such application as he finds necessary to effectuate the purposes of this act. Serum used in computing the required reserve supply of any manufacturer shall not again be used in computing the required reserve supply of any other manufacturer."

### CONTROL OF NOXIOUS PLANTS ON LAND

The Senate proceeded to consider bill (S. 3861) to provide for the control of noxious plants on land under the control or jurisdiction of the Federal Government.

Mr. ELLENDER. Mr. President, this bill provides for the application of State weed-control plans to Federal lands. It authorizes the State commissioner of agriculture to destroy noxious plants on Federal lands if the agency having jurisdiction of the lands consents thereto, and has not already complied with the requirements of the program. The States would be reimbursed for expenses incurred by them to the extent that Congress sees fit to appropriate funds for that purpose.

Federal agencies already have authority to cooperate with States in weed-control programs and are doing so to a limited extent. The bill would not require agencies to cooperate in any particular programs, but would encourage greater cooperative efforts with the States. State weed-control agencies are very interested in this bill since failure to control weeds on Federal lands may mean that State funds used in weed control would be largely wasted.

The PRESIDING OFFICER. If there be no amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill (S. 3861) was ordered to be engrossed for a third reading, read the third time, and passed, as follows:

*Be it enacted, etc.,* That the Commissioner of Agriculture or other proper agency of any State in which there is in effect a program for the control of noxious plants may enter upon any land in such State under the control or jurisdiction of a department, agency, or independent establishment of the executive branch of the Federal Government, with the permission of and in accordance with the program acceptable to the head of such department, agency, or independent establishment, and destroy by appropriate methods noxious plants growing on such land if—

(1) the same procedure required by the State program with respect to privately owned land has been followed; and

(2) the department, agency, or independent establishment involved has failed to comply with the requirements of such program.

SEC. 2. To the extent that funds appropriated to carry out the purposes of this act are available therefor, any State incurring expenses pursuant to the first section of this act shall be reimbursed, upon presentation of an itemized account of such expenses, by the head of the department, agency, or independent establishment of the executive branch of the Federal Government having control or jurisdiction of the land with respect to which such expenses were incurred.

SEC. 3. There is hereby authorized to be appropriated to departments, agencies, or independent establishments of the executive branch of the Federal Government such sums as the Congress may determine to be necessary to carry out the purposes of this act.

### RESEARCH RELATING TO FOOT-AND-MOUTH DISEASE

The Senate proceeded to consider the bill (S. 3076) to amend section 12 of the act of May 29, 1884, relating to research on foot-and-mouth disease.

Mr. ELLENDER. Mr. President, this bill was requested by the Department of Agriculture, and its purpose is to eliminate unnecessary Government expense. It would permit transportation of foot-and-mouth disease virus to and from the Plum Island laboratory across the mainland under adequate safeguards. At present the virus must often be transported by a circuitous route and removed from the boat before docking in New York Harbor. These precautions are expensive and unnecessary.

The PRESIDING OFFICER. If there be no amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill (S. 3076) was ordered to be engrossed for a third reading, read the third time, and passed, as follows:

*Be it enacted, etc.,* That section 12 of the act of May 29, 1884, as amended (62 Stat. 198, as amended; 21 U. S. C. 113a), is hereby further amended by inserting after the word "tunnel" in the proviso in the first sentence of the section the following clause: "and except that the Secretary of Agriculture may transport said virus in the original package across the mainland under adequate safeguards."

### AMENDMENT OF FEDERAL SEED ACT OF AUGUST 9, 1939

The bill (S. 1939) to amend the Federal Seed Act of August 9, 1939, as amended, was announced as next in order.

Mr. HRUSKA. Mr. President, may we have an explanation of the bill?

Mr. CLARK. Mr. President, the bill makes a number of changes in the Federal Seed Act which have been found necessary and have been recommended by the Department of Agriculture. Labeling requirements somewhat similar to those imposed on domestic seed would be imposed on imported seed. Exceptions for particular kinds of seed would be eliminated. The industry would be relieved of unnecessary burdens. The bill is designed to result in generally improved administration and effectiveness of the act.

I believe the principal purpose of the bill is to bring the importations of seed under the same general restrictions as those which apply to the labeling of domestic seed. The bill was requested by the Department of Agriculture.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection the bill (S. 1939) was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

*Be it enacted, etc.,* That section 101 (a) (7) (A) of the Federal Seed Act of August 9, 1939 (53 Stat. 1275), as amended (7 U. S. C. 1561 (a) (7) (A)) is amended by deleting from the list of agricultural seeds the phrase "Beta vulgaris L.—Field beet, excluding sugar beet," and substituting therefor the phrase "Beta vulgaris L.—Field beet."

SEC. 2. Section 101 (a) of said act (7 U. S. C. 1561 (a)) is further amended by adding at

the end thereof a new paragraph (24) to read as follows:

"(24) The term 'treated' means given an application of a substance or subjected to a process designed to reduce, control, or repel disease organisms, insects, or other pests which attack seeds or seedlings growing therefrom."

SEC. 3. Section 101 (a) of said act (7 U. S. C. 1561 (a)) is further amended by adding at the end thereof, after new paragraph (24), a new paragraph (25) to read as follows:

"(25) The term 'seed certifying agency' means (A) an agency authorized under the laws of a State, Territory, or possession, to officially certify seed, or (B) an agency of a foreign country determined by the Secretary of Agriculture to adhere to procedure and standards for seed certification comparable to those adhered to generally by seed certifying agencies under (A)."

SEC. 4. Title I of said act (7 U. S. C. 1561) is amended by adding at the end thereof a new section 102 to read as follows:

"SEC. 102. Any labeling, advertisement, or other representation subject to this act which represents that any seed is certified or registered seed shall be deemed to be false in this respect unless (a) it has been determined by a seed certifying agency that such seed was produced, processed, and packaged, and conformed to standards of purity as to kind or variety, in compliance with the rules and regulations of such agency pertaining to such seed; and (b) the seed bears an official label issued for such seed by a seed certifying agency stating that the seed is certified or registered."

SEC. 5. Section 201 (a) (8) of said act (7 U. S. C. 1571 (a) (8)) is amended to read as follows:

"(8) For each agricultural seed, in excess of 5 percent of the whole, stated in accordance with paragraph (a) (1) of this section, and each kind or variety or type of agricultural seed shown in the labeling to be present in a proportion of 5 percent or less of the whole, (A) percentage of germination, exclusive of hard seed, (B) percentage of hard seed, if present, and (C) the calendar month and year the test was completed to determine such percentages."

SEC. 6. Section 201 (b) (1) of said act (7 U. S. C. 1571 (b) (1)) is amended to read as follows:

"(1) Name of each kind and variety of seed and if two or more kinds or varieties are present, the percentage of each."

SEC. 7. That part of section 201 (b) (2) of said act (7 U. S. C. 1571 (b) (2)) which precedes clause (i) is amended to read as follows:

"(2) For each variety of vegetable seed which germinates less than the standard last established by the Secretary of Agriculture, as provided under section 403 (c) of this act—"

SEC. 8. Section 201 of said act (7 U. S. C. 1571) is further amended by adding at the end thereof a new subsection (i) to read as follows:

"(i) Any agricultural seeds or any mixture thereof or any vegetable seeds or any mixture thereof, for seeding purposes, that have been treated, unless each container thereof bears a label giving the following information and statements in accordance with rules and regulations prescribed under section 402 of this act:

"(1) A word or statement indicating that the seeds have been treated;

"(2) The commonly accepted coined, chemical (generic), or abbreviated chemical name of any substance used in such treatment;

"(3) If the substance used in such treatment in the amount remaining with the seeds is harmful to humans or other vertebrate animals, an appropriate caution statement approved by the Secretary of Agriculture as adequate for the protection of the public, such as 'Do not use for food or feed or oil purposes': *Provided*, That the cau-



tion statement for mercurials and similarly toxic substances, as defined in said rules and regulations, shall be a representation of a skull and crossbones and a statement such as "This seed has been treated with poison," in red letters on a background of distinctly contrasting color; and

"(4) A description of any process used in such treatment, approved by the Secretary of Agriculture as adequate for the protection of the public."

SEC. 9. Section 202 of said act (7 U. S. C. 1572) is amended to read as follows:

"Sec. 202. All persons transporting, or delivering for transportation, in interstate commerce, agricultural seeds shall keep for a period of 3 years a complete record of origin, germination, and purity of each lot of such agricultural seeds, and all persons transporting, or delivering for transportation, in interstate commerce, vegetable seeds shall keep for a period of 3 years a complete record of germination and variety of such vegetable seeds. The Secretary of Agriculture, or his duly authorized agents, shall have the right to inspect such records for the purpose of the effective administration of this act."

SEC. 10. (a) That part of section 203 (b) of said act (7 U. S. C. 1573 (b)) which precedes clause (1) is amended to read as follows:

"(b) The provisions of section 201 (a), (b), or (i) shall not apply—"

(b) Clause (2) of such section 203 (b) is amended to read as follows:

"(2) to seed intended for seeding purposes when transported or offered for transportation in interstate commerce—"

"(A) if in bulk, in which case, however, the invoice or other records accompanying and pertaining to such seed shall bear the various statements required for the respective seeds under sections 201 (a), (b), and (i); or

"(B) if in containers and in quantities of 20,000 pounds or more: *Provided*, That (i) the omission from each container of the information required under sections 201 (a), (b), and (i) is with the knowledge and consent of the consignee prior to the transportation or delivery for transportation of such seed in interstate commerce, (ii) each container shall have stenciled upon it or bear a label containing a lot designation, and (iii) the invoice or other records accompanying and pertaining to such seed shall bear the various statements required for the respective seeds under section 201 (a), (b), and (i); or

"(C) if consigned to a seed cleaning or processing establishment, to be cleaned or processed for seeding purposes: *Provided*, That (i) this fact is so stated in the invoice or other records accompanying and pertaining to such seed if the seed is in bulk or if the seed is in containers and in quantities of 20,000 pounds or more, (ii) this fact is so stated on attached labels if the seed is in containers and in quantities less than 20,000 pounds, and (iii) any such seed later to be labeled as to origin and/or variety shall be labeled as to origin and/or variety in accordance with rules and regulations prescribed under section 402 of this act."

SEC. 11. Section 204 of said act (7 U. S. C. 1574) is amended to read:

"Sec. 204. The use of a disclaimer, limited warranty, or nonwarranty clause in any invoice, advertising, labeling, or written, printed, or graphic matter, pertaining to any seed shall not constitute a defense, or be used as a defense in any way, in any prosecution or other proceeding brought under the provisions of this act, or the rules and regulations made and promulgated thereunder. Nothing in this section is intended to preclude the use of a disclaimer, limited warranty, or nonwarranty clause as a defense in any proceeding not brought under this act."

SEC. 12. Section 301 (a) of said act (7 U. S. C. 1581 (a)) is amended by adding at the end thereof a new paragraph (4) to read as follows:

"(4) any seed containing 10 percent or more of any vegetable seeds unless the invoice pertaining to such seed and any other labeling of such seed bear the name of each kind and variety of vegetable seed present."

SEC. 13. Section 302 (a) of said act (7 U. S. C. 1582 (a)) is amended by inserting the word "owner or" before the word "consignee" wherever the latter appears except in the two provisos therein; and by deleting said provisos and substituting therefor, respectively, the following: "*Provided*, That the Secretary of the Treasury may authorize the delivery of seed or screenings which are being imported or offered for import to the owner or consignee thereof, pending decision as to the admission of such seed or screenings and for staining, cleaning, labeling, or other reconditioning if required to bring such seed or screenings into compliance with the provisions of this act, upon the execution by such owner or consignee of a good and sufficient bond conditioned upon redelivery of the seed or screenings upon demand unless redelivery is waived because the seed is reconditioned to bring it into compliance with this act or is destroyed under Government supervision under this act, and providing for the payment of such liquidated damages in the event of default as may be required pursuant to regulations of the Secretary of the Treasury: *And provided further*, That all expenses incurred by the United States (including travel, per diem or subsistence, and salaries of officers or employees of the United States) in connection with the supervision of staining, cleaning, labeling, other reconditioning, or destruction, of seed or screenings under this title shall be reimbursed to the United States by the owner or consignee of the seed or screenings, and such reimbursements shall be credited to the appropriation from which the expenses were paid, the amount of such expenses to be determined in accordance with joint regulations under section 402 of this act, and all expenses in connection with the storage, cartage, and labor on the seed or screenings which are refused admission or delivery, shall be paid by the owner or consignee, and in default of such payment shall constitute a lien against future importations made by such owner or consignee."

SEC. 14. Section 302 of said act (7 U. S. C. 1582) is further amended by adding at the end thereof a new subsection (d) to read as follows:

"(d) The provisions of this title prohibiting the importation of seed that is adulterated or unfit for seeding purposes shall not apply—"

"(1) when seed grown in the United States is returned from a foreign country without having been admitted into the commerce of any foreign country: *Provided*, That there is satisfactory proof as provided for in the joint rules and regulations prescribed under section 402 of this act, that the seed was grown in the United States and was not admitted into the commerce of a foreign country and was not commingled with other seed, or

"(2) when seed is imported for sowing for experimental or breeding purposes and not for sale: *Provided*, That declarations are filed, and importations are limited in quantity, as provided for in the rules and regulations prescribed under section 402 of this act, to assure that the importations are for experimental or breeding purposes."

SEC. 15. Section 306 of said act (7 U. S. C. 1586) is amended by adding at the end thereof a new subsection (c) to read as follows:

"(c) To make any false or misleading representation with respect to any seed subject to this title being imported into the United States or offered for import: *Provided*, That this subsection shall not be deemed violated by any person if the false or misleading representation is the name of a variety indistinguishable in appearance from the seed being imported or offered for import and the records and other pertinent facts reveal that such person relied in good faith upon representations with respect to the name of the indistinguishable variety made by the shipper of the seed."

SEC. 16. This act, and the amendments made hereby, shall take effect upon the date of enactment.

## BILLS AND JOINT RESOLUTION PASSED OVER

The bill (H. R. 6765) to provide for reports on the acreage planted to cotton, to repeal the prohibition against cotton acreage reports based on farmers' planting intentions, and for other purposes, was announced as next in order.

MR. TALMADGE. Over.

The PRESIDING OFFICER. The bill will be passed over.

The bill (S. 2447) to authorize and direct the Secretary of the Interior to undertake continuing studies of the effects of insecticides, herbicides, and fungicides upon fish and wildlife for the purpose of preventing losses of those invaluable natural resources following spraying and to provide basic data on the various chemical controls so that forests, croplands, and marshes can be sprayed with minimum losses of fish and wildlife, was announced as next in order.

MR. HRUSKA. Over.

The PRESIDING OFFICER. The bill will be passed over.

The joint resolution (S. J. Res. 135) providing for the construction of a demonstration plant for the production from seawater of water suitable for beneficial consumptive uses, was announced as next in order.

MR. TALMADGE. Over, as not proper calendar business.

The PRESIDING OFFICER. The joint resolution will be passed over.

The bill (S. 2629) for the relief of John J. Spriggs was announced as next in order.

MR. HRUSKA. Over.

The PRESIDING OFFICER. The bill will be passed over.

## NATIONAL SAFE BOATING WEEK

The joint resolution (H. J. Res. 378) to authorize the President to proclaim annually the week which includes July 4 as "National Safe Boating Week," was considered, ordered to a third reading, read the third time, and passed.

The preamble as amended was agreed to, as follows:

To authorize the President to proclaim annually the week which includes July 4 as "National Safe Boating Week."

Whereas our people in increasing numbers are taking part in boating activities on the waters of our Nation, with more than 20 million expected to participate during 1958; and

Whereas safety is essential for the full enjoyment of boating; and







# Digest of CONGRESSIONAL PROCEEDINGS

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued June 10, 1958  
For actions of June 10, 1958  
85th-2d, No. 93

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HIGHLIGHTS: Senate passed Commerce appropriation bill. Sen. Jackson criticized forest resource development policies. House debated trade agreements bill.

### HOUSE

- 1. FOREIGN TRADE.** Continued debate on H. R. 12591, to extend the authority of the President to enter into trade agreements. (pp. 9588-9677) Rep. Simpson, Pa., discussed agricultural export policies and inserted statements from a publication of this Department, "Competitive Position of United States Farm Products Abroad - 1958," which he contended "clearly shows that other countries have protected their domestic agricultural producers through quantitative controls and other restrictions." (pp. 9611-15)  
Received from the Commerce Department a proposed bill "to amend title 13 of the United States Code to provide for the collection and publication of foreign commerce and trade statistics"; to Post Office and Civil Service Committee.  
p. 9689
- 2. RECLAMATION.** A subcommittee of the Interior and Insular Affairs Committee ordered reported H. R. 6035, to authorize the construction of the San Luis unit of the Central Valley project, Calif. An amended and clean bill is to be introduced. p. D522

3. BUILDINGS. The Public Works Committee ordered reported S. 2108, to authorize GSA to name, rename, or otherwise designate any building under its custody. p. D522 : .
4. NEWSPRINT. Received from the Interstate and Foreign Commerce Committee a report pertaining to the newsprint outlook (H, Rept. 1868). p. 9689
5. LOBBYING. Rep. Patman discussed lobbying activities in Washington, and urged additional assistants for Congressmen "to help watch out for the public interest." p. 9688

#### SENATE

6. FOREST SERVICE. Passed without amendment H. R. 7953, to facilitate and simplify the work of the Forest Service. This bill will now be sent to the President. pp. 9567-8  
The bill provides: An increased limitation (\$2,500 instead of \$50) to pay for damages to equipment rented by verbal agreement; authority for contracts with private parties to care for fire-emergency pack stock; reimbursement to employees for casualty damages to personal effects stored while employees were on FS work; authority for payments to transfer employee automobiles in Alaska; authority to pay for notification of family illness and transportation to public transportation facilities for employees in isolated locations; permission to transfer fire lookout towers and fire control improvements to the States; broadened authority to pay for official-use telephones in private residences; authority to use moneys received from fines, forfeitures, and judgments to carry out work made necessary by actions leading to the fines, etc.; permission for payment of costs of publishing technical articles in scientific publications; and an increase (from \$25,000 to \$50,000) in the amount available for the purchase of administrative sites each year.  
Sen. Jackson criticized certain forest resource policies which he stated the Administration was following, including an inadequate program for timber access roads and Operation Outdoors and a reduced tree planting program. He inserted a letter from Assistant Secretary Peterson on the forestry program and a reply from himself and Sen. Magnuson urging increased timber access road funds for the Pacific Northwest. pp. 9569-71
7. APPROPRIATIONS. Passed with amendments H. R. 12540, the Commerce Department appropriation bill for 1959. (pp. 9550, 9579-84) Sens. Carlson and Neuberger criticized the action of the Committee in including an additional 10 super-grade positions for the Civil Aeronautics Administration, and stated that they would oppose any use of this as a precedent for other agencies to bypass the Post Office and Civil Service Committee (pp. 9583-4). Conferees were appointed.  
The Appropriations Committee reported with amendments H.J. Res. 624, making appropriations for civil works administered by the Army, Interior, and TVA for 1959 (S. Rept. 1685). pp. 9529, 9569  
The Subcommittee ordered reported to the Appropriations Committee with amendments H. R. 11645, the Labor-Health, Education, and Welfare Departments appropriation bill for 1959. p. D520
8. SALINE WATER. Passed as reported S. J. Res. 135, to provide for the construction and operation by the Interior Department of a demonstration plant for the conversion of sea or other saline waters into water fit for consumptive uses. pp. 9573-9



8. The Kennedy-Ives bill contains specific provisions making it a criminal offense to refuse to submit to the Secretary of Labor records, and to refuse to permit the Secretary of Labor to enter and inspect books and accounts. The administration bill would require the Secretary to resort to protracted court proceedings for this purpose.

9. The Kennedy-Ives bill contains strong criminal penalties against false entries in union books and against destruction of records. The administration bill is either silent or contains much weaker provisions dealing with this subject.

10. The Kennedy-Ives bill contains provisions designed to encourage unions to enforce strict codes of ethical practices binding upon affiliates and members. The administration bill is silent on the subject.

11. The Kennedy-Ives bill contains a strong provision directing the Labor Board to exercise its jurisdiction in situations warranting such action and presently not covered by reason of the Board's refusal to exercise its statutory jurisdiction.

The administration bill would perpetuate the present Board's created "no man's land" by ceding jurisdiction to States, 36 of whom have no State labor relations laws which apply.

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent to have printed at this point in the RECORD a statement prepared by the distinguished senior Senator from Arkansas [Mr. McCLELLAN] with regard to the bill.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

#### STATEMENT OF SENATOR McCLELLAN

My prime objective is to get legislation that will correct glaring abuses in labor-management relations that have been brought to light by the Senate Select Committee. For this reason, I have followed rather closely the work of the Senate Labor Committee in processing this bill. I have held conferences with Senator KENNEDY, chairman of the subcommittee, and, upon his invitation, I have submitted recommendations regarding its provisions, which the subcommittee carefully considered. At my suggestion, certain important amendments have been added which have greatly strengthened the measure. I can now support it.

The bill, of course, does not cover all areas, in which legislation is needed. But an effort to enact everything needed at this session of Congress, in my judgment, would result in the enactment of nothing.

In its present form this measure will give important protection to the rights of workers, of management, and the public. If enacted, and properly administered and enforced, it will drive many unreformed ex-convicts, racketeers, gangsters, and crooked officials out of the union movement and strengthen the position of honest, decent unionism and its leaders.

According to my analysis of the bill, it would among other things:

1. Provide and guarantee union members the right of secret ballot in selecting their officials.
2. Provide workable machinery for contesting in the Federal courts crooked, or rigged, union elections.
3. Set fair standards to govern union trusteeships and place a time limit thereon.
4. Put the spotlight of publicity on anti-worker middleman deals.
5. Require effective reporting of union operations.
6. Require union leaders and officials to reveal any personal financial transactions that have a bearing on the manner in which they conduct their responsibilities and disclose any conflict of interest.

7. Erect strong barriers against the control of union by unreformed, convicted thieves, embezzlers, and extortionists.

8. Protect union treasuries and trust funds against misappropriation and embezzlement.

9. Impose criminal penalties against the giver and the taker of a bribe in labor-management relations; thus, removing the cause for many "sweetheart" contracts.

10. Prevent union officials from using union funds to perpetuate themselves in office.

11. Require the preservation of all important financial records and election ballots.

12. Make ineligible for office convicted criminals and union officials who wilfully falsify or destroy union records.

There is nothing in these provisions that does harm to legitimate unions; there is much to serve the interest and welfare of the workers and the public.

I believe the measure we passed a few weeks ago and the proposals in this bill are largely the result of the work of the Senate Select Committee on Improper Activities in the Labor or Management Field. This committee is still functioning. We have not closed shop. With the approval of the Senate, it will continue to investigate and expose that which Congress needs to know to guide it in further legislation.

I hope this bill will be enacted into law. If it is, I shall be gratified and feel that the labors of the Senate select committee are being rewarded and the country constructively served.

#### CONSTRUCTION OF DEMONSTRATION PLANT

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 1623, Senate Joint Resolution 135.

The PRESIDING OFFICER. The joint resolution will be stated by title for the information of the the Senate.

The CHIEF CLERK. A joint resolution (S. J. Res. 135) providing for the construction by the Department of the Interior of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Texas.

The motion was agreed to; and the Senate proceeded to consider the joint resolution, which had been reported from the Committee on Interior and Insular Affairs with amendments to strike out all after the resolving clause and insert:

That (a) the Secretary of the Interior shall, pursuant to the provisions of the act of July 3, 1952, as amended (42 U. S. C. 1951-1958), and in accordance with this joint resolution, provide for the construction, operation, and maintenance of not less than five demonstration plants for the production, from sea water or brackish water, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses. Such plants shall be designed to demonstrate the reliability, engineering, operating, and economic potentials of the sea or brackish water conversion processes which the Secretary shall select from among the most promising of the presently known processes. A decision with respect to the processes to be utilized in such plants shall be made by the Secretary within 6 months after the date of approval of this joint resolution, and the

construction of such plants shall proceed as rapidly thereafter as is practicable.

(b) The construction of the demonstration plants referred to above shall be subject to the following conditions:

(1) Not less than 3 plants shall be designed for the conversion of sea water, and each of 2 plants so designed shall have a capacity of not less than 1 million gallons per day;

(2) Not less than 2 plants shall be designed for the treatment of brackish water, and at least 1 of the plants so designed shall have a capacity of not less than 250,000 gallons per day; and

(3) Such plants shall be located in the following geographical areas with a view to demonstrating optimum utility from the standpoint of reliable operation, maintenance, and economic potential—

(A) At least 1 plant which is designed for the conversion of sea water shall be located on the west coast of the United States, and at least 1 plant so designed shall be located on the east coast or gulf coast of the United States;

(B) at least 1 plant which is designed for the treatment of brackish water shall be located in the area generally described as the Northern Great Plains, and at least 1 plant so designed shall be located in the arid areas of the Southwest; and

(C) one plant which is designed for the conversion of sea water shall be located in the Virgin Islands or some other territorial possession of the United States, as determined by the Secretary of the Interior, with a view to providing potable water and/or additional electric power.

(c) As used in this joint resolution, the term "demonstration plant" means a plant of sufficient size and capacity to establish on a day-to-day operating basis the optimum attainable reliability, engineering, operating, and economic potential of the particular sea water conversion process or the brackish water treatment process selected by the Secretary of the Interior for utilization in such plant.

SEC. 2. The Secretary of the Interior shall enter into a contract or contracts for the construction of the demonstration plants referred to in the preceding section, and the Secretary shall enter into a separate contract or contracts for the operation and maintenance of such plants. Any such operation and maintenance contract shall provide for the compilation by the contractor of complete records with respect to the operation, maintenance, and engineering of the plant or plants specified in the contract. The records so compiled shall be made available to the public by the Secretary at periodic and reasonable intervals with a view to demonstrating the most feasible existing processes for desalting sea water and treating brackish water. Access by the public to the demonstration plants herein provided for shall be assured during all phases of construction and operation subject to such reasonable restrictions as to time and place as the Secretary of the Interior may require or approve.

SEC. 3. The authority of the Secretary of the Interior under this joint resolution to construct, operate, and maintain demonstration plants shall terminate upon the expiration of 5 years after the date on which this joint resolution is approved. Upon the expiration of such 5-year period the Secretary shall proceed as promptly as practicable to dispose of any plants so constructed by sale to the highest bidder, or as may otherwise be directed by act of Congress.

SEC. 4. The powers conferred on the Secretary of the Interior by this joint resolution shall be in addition to and not in derogation of the authority conferred on the Secretary by the act of July 3, 1952, as amended (42 U. S. C. 1951-58). The provisions of such act, except as otherwise provided in this



joint resolution, shall be applicable in the administration of this joint resolution.

SEC. 5. There are hereby authorized to be appropriated such sums, not in excess of \$10 million, as may be necessary to provide for the construction of the demonstration plants referred to in this joint resolution, together with such additional sums as may be necessary for the operation and maintenance of such plants, and the administration of the program authorized by this resolution.

And to insert a preamble, as follows:

Whereas official Government reports show unmistakably that the United States population is multiplying at a rate which by 1980 will triple the demand for supplies of fresh water, which if not available will adversely affect the national defense by jeopardizing the economic welfare and general well-being of vast segments of the population of the United States, as well as the population of some of our Territorial possessions; and

Whereas many cities, towns, and rural areas are already confronted by shortages of potable water that imperil health; and

Whereas the expanding population, industry, and agriculture of the United States are becoming increasingly dependent upon an assured augmented supply of fresh water while the future welfare and national defense of the United States rest upon increased sources of fresh water; and

Whereas research by governmental agencies, educational institutions, and private industry has brought about the evolution, on a limited scale, of methods of desalting sea water and the treatment of brackish water which give promise of ultimate economical results; and

Whereas the United States Government has the responsibility, along with safeguarding the national defense, and protecting the health, welfare, and economic stability of the country, to transform these experiments into production tests on a scale not possible of achievement otherwise; and

Whereas the Congress recognized its responsibility in this field by the enactment in 1952 of the Saline Water Act (66 Stat. 328), reaffirmed its position by the amendments to such act in 1955 (69 Stat. 198); and the legislative history of such acts reveals that the Congress recognized even then that the time had arrived for tackling the problem more realistically and effectively, but unfortunately the program was limited to such an extent that concrete results are not possible of attainment under the provisions of existing legislation; and

Whereas the Congress now finds it is in the national interest to demonstrate, with the least possible delay, in actual production tests the several optimum aspects of the construction, operation, and maintenance of sea water conversion and brackish water treatment plants: Now, therefore, be it.

Mr. ANDERSON. Mr. President, I ask unanimous consent that the distinguished senior Senator from Texas [Mr. JOHNSON], the majority leader, be added as a cosponsor of Senate Joint Resolution 135, to provide for the construction by the Department of the Interior of a full-scale demonstration plant for the production, from sea or other saline waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. ANDERSON. Mr. President, Senate Joint Resolution 135, providing for saline and brackish water demonstration plants, comes to the Senate with the unanimous recommendation of the Senate Committee on Interior and Insular Affairs that it do pass.

The Senate will recall that three distinguished Senators from widely separated areas of the country, who are not members of the committee, have joined as cosponsors of the measure. Their action illustrates the broad interest and concern of the country at large in reaching for a solution of the water problem with which the Nation will be confronted within a few short years.

I refer to the Senator from South Dakota [Mr. CASE], the Senator from California [Mr. KUCHEL], and the Senator from Wisconsin [Mr. WILEY].

In fact, Government experts forecast that by 1980, the demand and use of water in the United States will treble. Not only rapidly expanding coastal cities will face shortages, but inland centers of population, large and small, will be confronted with shortages. Already many areas are already faced by the problem.

Our position, as reflected in Senate Joint Resolution 135, is that the Federal Government must take the leadership in solving the problem of converting sea water to potable uses in the coastal areas and for the treatment of brackish waters in the interior. While there is something of the spectacular about the desalting of ocean water, we must bear in mind that interior areas will require additional supplies of fresh or sweet water for domestic, industrial, and agricultural uses.

The United States of America can ill afford to wait until other nations outstrip us in reaching a solution of the fresh-water problem or until we are confronted with water shortages that threaten the health, welfare, and safety, as well as the industrial and agricultural stability of the Nation. Therefore, we urge the Senate to act favorably on this resolution and express the hope the House of Representatives will concur.

As is well known, there is no trick about desalting sea water or making brackish water potable. The problem is to find processes by which the ends can be achieved at economical cost. We have confidence that American ingenuity, backed wholeheartedly by the Government, can achieve the desired results within a reasonable time.

What scientists and industry need is encouragement, assistance and leadership.

Senate Joint Resolution 135 places responsibility for execution of the program on the Secretary of the Interior, who already has responsibility for major conservation programs. The Department of the Interior, by the Saline Water Act of 1952, was charged with research and development in the saline water field.

While limited research progress has been made, the feeling generally is that the Department has failed to come to grips with the urgency of demonstrating economic processes. The Appropriations Committees have withheld authorized funds, doubtless due to a feeling that the program should be accelerated by action, rather than confining it to research or limited pilot plant operation.

As I have stated previously on the floor of the Senate, we have every confidence that the present Secretary of

the Interior has the imagination, administrative and leadership qualities to direct an action program, as is contemplated by the resolution. We propose to give him the funds and authority to do the job. In brief, the authorization in Senate Joint Resolution 135, as reported, sets forth these objectives with an appropriation of \$10 million, with additional funds for operation and maintenance.

First. Construction and operation of:

One. Not less than 3 plants which shall be designed for the conversion of sea water, and each of 2 plants so designed to have a capacity of not less than 1 million gallons per day;

Two. Not less than 2 plants, designed for the treatment of brackish water, and at least 1 of the plants so designed to have a capacity of not less than 250,000 gallons per day; and

Three. Such plants shall be located in the following geographical areas with a view to demonstrating optimum utility from the standpoint of reliable operation, maintenance, and economic potential—

(A) At least 1 plant which is designed for the conversion of sea water shall be located on the west coast of the United States, and at least 1 plant so designed shall be located on the east coast or gulf coast of the United States;

(B) At least 1 plant which is designed for the treatment of brackish water shall be located in the area generally described as the Northern Great Plains, and at least 1 plant so designed shall be located in the arid areas of the Southwest; and

(C) One plant which is designed for the conversion of sea water shall be located in the Virgin Islands or some other Territorial possession of the United States, as determined by the Secretary of the Interior, with a view to providing potable water and/or additional electric power.

The committee has avoided any indication as to the precise locations of any of the plants in the general geographical areas indicated. The decisions on the precise locations are the responsibility of the Secretary.

Presumably, the Secretary will take into consideration the critical water problems of local areas and the market for the potable water produced at the plants. Cooperation of States and local communities will undoubtedly be a factor in the Secretary's consideration of the locations.

I hope the Senate will pass the joint resolution, because I think it provides for something which the country urgently needs.

Mr. ELLENDER. Mr. President, will the Senator yield?

Mr. ANDERSON. I yield.

Mr. ELLENDER. I am wondering what is proposed by the joint resolution which will differ from what the Government has been doing for the past 7 or 8 years. We have been spending from \$450,000 to \$500,000 a year, trying to find ways and means of extracting salt from water. Is this to be an additional plan?



Mr. ANDERSON. This is the result of work which has been in progress. The committee heard extensive testimony that there were several plans whose feasibility had been demonstrated by the small pilot plants which had been constructed and operated by the Government.

We feel—and I myself feel—that there are probably five processes, each of which is capable of producing 1 million gallons a day. Later, if the plants are to be completely economical, they will have to operate at a production rate of as much as from 17 million to 20 million gallons a day.

Mr. ELLENDER. Have the experiments so far demonstrated that salt can be extracted by an economical method?

Mr. ANDERSON. Yes; I think so. We cannot tell for certain, of course, until a large plant has been built. But the reaction to the work which has been done thus far indicates that with a plant having a capacity of 1 million gallons a day, it will be possible to prove the feasibility of the work. Rather than to begin to build a plant with a capacity of 20 million gallons a day, it is thought desirable to try three different types of plants having a capacity of about 1 million gallons each.

Mr. ELLENDER. Will those plants be so constructed that they will use the same process?

Mr. ANDERSON. Each of the plants will use a different process for testing. I am certain that much money will be saved by proceeding in this manner rather than to build a large plant at an extremely high cost.

The proposal includes two plants for the purifying of brackish water. Each of those plants would cost about \$200,000, which is a relatively cheap way to operate. A plant having almost that capacity was constructed and operated for a while at Miller, South Dakota. It was then moved to Wyoming, and then to Denver, Colorado. The process which was tested in those three areas certainly ought to work in a large scale plant.

Mr. ELLENDER. I notice that the authorization is for \$10 million. If the two plants which are proposed for purifying brackish water will cost \$500,000—

Mr. ANDERSON. The two brackish-water plants cost about half a million dollars apiece. The two large plants for the conversion of sea water will cost in the neighborhood of \$3 million apiece. The third plant, which probably would be built in the Virgin Islands, to solve a problem which exists there, would cost, I judge, from \$1,500,000 to \$1,750,000.

That totals approximately the \$10 million that is provided for in this measure.

Mr. ELLENDER. It is the purpose of the Senator from New Mexico to have the joint resolution placed on the calendar?

Mr. ANDERSON. It has been on the calendar for some time.

Mr. ELLENDER. Has the committee held hearings on the joint resolution?

Mr. ANDERSON. Yes.

Mr. ELLENDER. Perhaps I misunderstood. I thought the Senator was introducing another joint resolution,

Mr. ANDERSON. No; I stated that the Senator from Texas [Mr. JOHNSON] had joined in sponsoring the joint resolution.

Mr. WILEY. Mr. President, will the Senator from New Mexico yield to me?

The PRESIDING OFFICER (Mr. FREAR in the chair). Does the Senator from New Mexico yield to the Senator from Wisconsin?

Mr. ANDERSON. I yield.

Mr. WILEY. Mr. President, I wish to compliment the distinguished Senator from New Mexico. In this age of exploration, he is demonstrating, as an explorer, his Viking ancestry.

Today our explorers, not only extend our knowledge of the skies and not only go to the North Pole and to the South Pole, but they also discover ways and means to make life more pleasant.

In the case of the particular subject the Senator from New Mexico has pursued so diligently and so enlighteningly, he is certainly an explorer; and I am very happy to join in sponsoring the joint resolution.

Mr. President, I am glad to reiterate my support of Senate Joint Resolution 135, which provides for the construction, under contract with the Department of the Interior, of full-scale demonstration plants for the production, from sea or saline water, of water suitable for agricultural, industrial, municipal and other beneficial uses.

I urge my colleagues to support this measure.

#### WATER ABUNDANCE MAY NOT LAST FOREVER

It is my belief that the future of America and of the rest of the world depends, more than most persons realize, on adequate supplies of water. As the committee report on Senate Joint Resolution 135 states:

The day is not far off—some persons say it will arrive in 1980—when the United States must have available an adequate, economic, and proven new source of fresh water, or face an unrelenting and crippling shortage.

We have assumed that water would always be as abundant as ever. However, increasing water uses in homes, in industries and in agriculture, and the cutting down of many of our forests, are going to make water a scarce commodity unless we take steps to prevent it. The findings of the Senate committee include the following very important conclusions:

That there is a rapidly developing acute shortage of water in the United States, in addition to many current localized deficiencies;

That there is a desperate need for potable water in many areas of the world where United States prestige would be materially enhanced by supplying new technology and equipment for conversion of brackish or sea water;

That the demonstration phase envisaged by Senate Joint Resolution 135, as amended, must be executed with boldness, imagination, and urgency—attributes not normally associated with the methodical painstaking, careful approach required for fundamental research and development.

#### WILL PUSH BACK FRONTIERS OF KNOWLEDGE

Mr. President, if we can quickly pass this measure, it will, I hope, stimulate immediate hearings on this subject in the House, where there are many supporters of such legislation. And if the joint resolution is enacted into law, a real step forward will have been taken toward extending the frontier of science in another direction—that of making sure that future generations will be free from fear of lack of water. Plenty of water in arid areas would release the tensions which, in the international controversy raging in the Middle East, make so difficult agreement on practical steps to improve the living conditions of the inhabitants.

#### EFFECT ON A PEACEFUL WORLD

It is my great hope that this and other measures will go far first, toward making more plentiful supplies of water available wherever they are needed; second, toward improving the lives of many peoples; and, third, toward the resulting relaxation of tensions. Consequently, a vote for this joint resolution will, in a real sense, be for a more peaceful world, as well as for the benefit of the western farmer and others in arid areas of the United States who suffer from lack of fresh water.

#### WISCONSIN COMPANY HELPS

Mr. President, since cosponsoring this measure, I have learned of the very worthwhile activity in this field of a Wisconsin concern, the Cleaver-Brooks Co. As a matter of general interest, I ask unanimous consent to have printed in the RECORD, as part of my remarks, an article entitled "Milwaukee Firm Boosts Supplies of Fresh Water."

There being no objection, the article was ordered to be printed in the RECORD, as follows:

MILWAUKEE FIRM BOOSTS SUPPLIES OF FRESH WATER—NEW CLEAVER-BROOKS UNITS DISTILL SEA WATER FOR SHIPS, OTHERS AROUND WORLD

(By Harry Watson)

The plight of the ancient mariner is as old as the world, but a comparatively young Milwaukee firm has gained a worldwide reputation in the growing field of producing fresh water from the sea.

Cleaver-Brooks Co., through its special products division, is building fresh-water manufacturing plants for water-short areas of South America, Asia, and Africa, for offshore oil rigs, and for nuclear-powered United States ships.

The importance of its work was highlighted last week with announcement of the keel laying of the first nuclear-powered passenger-cargo vessel, the *Savannah*, for which Cleaver-Brooks has the contract for fresh-water evaporators.

And in Washington, Senator WILEY, Republican, of Wisconsin, announced that he was joining in sponsoring legislation for demonstration plants to produce fresh water from salty and brackish water.

#### STILL NOT CHEAP

Federally sponsored demonstration plants were urged by Fred A. Loebel, vice president for engineering of Cleaver-Brooks and father of its evaporator business, in testimony before a House subcommittee last month.

Costs, he explained, are one of the principal stumbling blocks. Cleaver-Brooks' new flash-type evaporator units can produce fresh, potable water from the sea or deep wells for about \$1 a thousand gallons.



This cost isn't cheap compared with Milwaukee water rates, for instance, but Loebel pointed out that it wasn't unreasonable for domestic and industrial use where there simply isn't any fresh water.

[City water department officials give figures ranging from about 9 cents to about 21 cents a thousand gallons for Milwaukee water, depending on volume of usage.]

Further research and development might bring the cost of producing fresh water from the sea down to a minimum of 50 cents a thousand gallons, Loebel said.

#### WHIP SCALE PROBLEM

Another big problem is scaling. When you make fresh water by boiling sea water and collecting the steam, you also make scale—a deposit of unwanted solids which forces continual shutdowns for scale removal. If scale isn't removed regularly, it soon builds up so that there's no room for distillation—and hence no way to make fresh water.

Flash evaporators have largely eliminated this vexing problem. Such Cleaver-Brooks units have logged the equivalent of 6 months of continuous operation without a servicing shutdown.

"For all practical purposes, our flash units are scale free," said Gordon Leitner, manager of the special products division.

Before the company started work on the flash-type evaporators, however, the water distillation business almost died, John C. Cleaver, president, said.

Founded in 1931 by Cleaver and R. E. Brooks, now board chairman, the company was largely a sales engineering organization. Starting with a tank car heater, the firm added steam generating plants, oil burners, and during the war, portable distillation rigs, shower bath units, and food dehydrators for troops overseas.

#### DIVISION AT WAUKESHA

In 1951, Cleaver-Brooks purchased a bottling plant in Waukesha and moved its water evaporator work there as the special products division. Today some 150 are employed in the division.

The distillation units were vapor compression types, a heat pump operation, in which a compressor raises both the steam pressure and temperature. It is efficient and compact, but requires its own independent power source and must be shut down regularly for scale removal. It is particularly useful when soft water must be treated, or where the supply of raw material is limited, since it produces 1 gallon of fresh water for every 2 gallons of untreated water.

Cleaver-Brooks still produces these units for the Army, Navy, and industrial use, in capacities from 1,000 to 50,000 gallons a day.

Several years ago, Cleaver-Brooks turned to the flashtype evaporator. The idea dates back to the early 1900's, but its application to purifying sea water has come within the last 5 years, according to Leitner.

#### GOES THROUGH STAGES

In this process, sea water is heated to 170° and flows into the first stage of the evaporator under vacuum, where some of it flashes into vapor.

The remaining sea water passes into the second stage under a greater vacuum and still more water flashes into vapor and is condensed as fresh water.

Salts remain in solution and the excess brine is pumped back into the ocean.

Where vapor compression units require electrical or internal combustion powerplants, the flash evaporators can use waste steam, hot water, or exhaust gases from ship boilers, drilling rigs, or electrical generating plants.

As a result, fresh water can be made available for the price of the evaporating units, plus a relatively small additional cost for enlarging the steam boilers or power units.

Because of its design and operation, the scaling problem is far less than with vapor compression units, and the flash evaporator has fewer moving parts. It does require large amounts of sea water, however, since about 20 gallons go through the unit for each gallon of fresh water produced.

#### USED AT GIBRALTAR

Since 1951, Cleaver-Brooks has supplied evaporators for Gibraltar city, and just recently received a contract for a flashtype unit for the NATO base there. Two of the units are on radar platforms in the Atlantic; 20 are in use on offshore oil rigs in the gulf coast (fresh water is needed for drilling mud as well as human use), and others have gone into Navy guided missile destroyers, missile frigates, and other warships.

Since Cleaver-Brooks started the work 12 years ago, it has turned out some 4,000 units of all sizes and types with a total fresh water capacity of 16 million gallons a day.

The special products division, for 1957, had \$2 million in sales and is expecting \$3,100,000 this year. The backlog currently stands at \$4 million. Cleaver-Brooks' boiler and burner sales last year were about \$10 million and the 1958 volume should be slightly more than this figure, Cleaver said.

Mr. JOHNSON of Texas. Mr. President, let me inquire whether the Senator from New Mexico has concluded his remarks.

Mr. ANDERSON. Yes; I have.

Mr. JOHNSON of Texas. Mr. President, I wish to express to the distinguished Senator from New Mexico my appreciation for the very fine work he has done in this field, and for bringing before the Senate, for action, Senate Joint Resolution 135, which provides for the construction and maintenance of demonstration plants to produce usable water from sea water or brackish water.

Representing in part, as I do, a State that often in the past has suffered from water shortages, and that may be expected to suffer from water shortages in the future, I have a very intimate knowledge of the great need for pressing forward with the saline-water-conversion program.

Until rains came to Texas last year, to relieve a long-continued drought, some of the cities in my State were alarmingly short of water. In the large and flourishing city of Dallas, for example, people were going to stores to buy water to drink, and the municipal government sought desperately for any new source of water to keep up pressure in the water mains for fire protection.

This problem is not confined to my own State of Texas. We are at a point in the United States where water demand is beginning to equal water supply. And the consumption of water continues to grow at a rapid rate.

The tremendous supplies of sea and brackish waters have scarcely been tapped. Our problem is to convert the water of the seas to beneficial use at a price we can afford to pay, and to find economically feasible ways of treating brackish water in the interior areas.

Fortunately, as the committee notes in its report on this measure, the time when we can begin to take these necessary steps appears to be at hand.

The joint resolution before us offers an opportunity to make a real beginning. I hope, Mr. President, that we

shall take advantage of this opportunity.

The pending joint resolution provides for the construction of 3 plants for the conversion of sea water and 2 plants for the treatment of brackish water, at a total cost of not more than \$10 million.

This seems to me little enough to do at this time about a matter that literally has to do with our survival. Civilization has changed in many ways, but there has been no change in the fact that man is utterly dependent upon water for his survival.

We must go forward with a well-defined and integrated program to get the water we must all from all sources available to us.

Mr. President, I congratulate the distinguished Senator from New Mexico [Mr. ANDERSON] and the distinguished Senator from South Dakota [Mr. CASE] for the pioneering work they have done in this very important field. I am pleased that the Committee on Interior and Insular Affairs has favorably reported the joint resolution; and I hope the Senate will pass it by unanimous vote.

Mr. CASE of South Dakota. Mr. President, next to the air we breathe, the water we drink and the water which makes it possible for plants to grow is the most important thing to human life on this planet.

Senate Joint Resolution 135 would authorize the Department of the Interior to go to the demonstration phase of treating saline waters. It is one of the more important measures considered by Congress at this session. Probably few measures of such far-reaching importance come to the Senate with as little advance publicity as accompanied this particular measure.

I well recall that in 1952, a simple bill to authorize a small research program in the desalination of water attracted very little attention. The distinguished Senator from New Mexico [Mr. ANDERSON], the distinguished majority leader, the Senator from Texas [Mr. JOHNSON], and the distinguished minority leader, the Senator from California [Mr. KNOWLAND] have given it their important help from the outset. Their interest and help must be credited to a great extent for the progress which has been made.

Two other persons should be mentioned in this connection. One is no longer a Member of this body. I refer to the distinguished former Senator from Oregon, Guy Cordon, who, with the Senator from Arizona [Mr. HAYDEN], chairman of the Appropriations Committee, President pro tempore of the Senate, and senior Member of the Senate, gave the necessary help when we went before the Appropriations Committee for appropriations after getting the initial legislation to authorize the desalination research program.

I recall one hearing before the Appropriations Committee, conducted by former Senator Cordon, in which the question was asked the witness, "What are you going to do with this research money?"

The man who was testifying was a professor from Boston. He said, "Mr.



Chairman, if we knew what we were going to find out, we would not need to have the research."

The result was that the committee recommended the funds which were desired, and the research which followed made it possible for the Department of the Interior to develop processes which now offer the promise which this program offers.

I should also mention the interest of the Secretary of the Interior, Fred Seaton, a former Member of this body, the interest of Fred Aandahl, Assistant Secretary of the Interior, who was formerly a Member of Congress, and who has given his active interest to the program, and the good work of Mr. David Jenkins, who has been the head of the particular division to which the work was assigned. His official title is Director, Office of Saline Water, within the Department of the Interior. From time to time all of us have been encouraged by reports of progress. But even those of us who have been active in the program since its inception had our eyes opened, when the hearings were held in March this year on the resolutions which Senator ANDERSON and I had introduced to authorize demonstration plants to get from laboratories into actual field operations.

Although I was relatively conversant with the work which was being done in the Office of Saline Water, I was surprised at the testimony, developed by men representing industry, by men representing research organizations, and by scientists who appeared before the subcommittee of the Committee on Interior and Insular Affairs when they testified on the progress which was being made.

The Senator from New Mexico [Mr. ANDERSON], who is chairman of the Subcommittee on Irrigation and Reclamation of the Committee on Interior and Insular Affairs, would say the same thing, I believe; namely, that the testimony adduced at the hearings exceeded our expectations. It was my privilege, although not a member of the Committee on Interior and Insular Affairs, to attend all the hearings and to participate actively in them through the courtesy of the Senator from New Mexico.

Mr. President, no history of this proposed legislation would be complete without a statement saying that the consistent and persistent interest of the Senator from New Mexico had much to do with the progress which has been made. Our interests have proceeded from perhaps somewhat different motivations, although they have been partly the same. The Senator from New Mexico was born in the State of South Dakota and is personally familiar with some of the problems which I have seen in the northern Great Plains during my lifetime.

However, the original resolution of the Senator from New Mexico, proposing a plant for the treatment of sea water, was prompted, I believe, by his knowledge of the great importance of water to the cities on the Pacific Coast, and also by the fact that he knows what might happen in an atomic war if water supplies should become contaminated.

Because my interest was motivated by wishing to do something for the areas

where there is heavy mineralization in some prairie streams and in many wells, the bill which I introduced, S. 3770, sought not merely to utilize the sea water, but also to authorize a plant for the treatment of brackish water.

As a result of the hearings and the testimony there adduced, the Senator from New Mexico proposed that we authorize not merely one plant to treat sea water and one plant to deal with brackish water, but that the bill be extended to authorize 5 plants, 3 plants to deal with sea water, and 2 plants to deal with brackish water. In that form, the joint resolution was reported favorably by the subcommittee to the full committee, and in that form it came to the Senate.

Mr. President, it is not my desire at this time to speak at length upon the subject. It has been pretty well discussed; and the remarks by the Senator from New Mexico and other remarks by the Senator from Texas [Mr. JOHNSON] and the Senator from California [Mr. KUCHEL] have and will portray many of the benefits to be derived.

However, I should like to mention briefly the particular types of processes which are suitable for different purposes. The osmotic process is a new method which has been developed under the sponsorship of the saline water program. It is somewhat similar to electrodialysis, except that it requires no outside electrical current and no electrodes. The driving force is obtained from the differences in concentration between a brine and the water to be demineralized. This feature makes the process very attractive in areas where electrical power is not available, but where supplies of concentrated brine can be obtained easily, possibly by open-pond evaporation and concentration of seawater. Costs have not been determined, but appear to be competitive with other processes under development.

The reverse osmosis process involves the passage of water through a membrane from a dilute solution to a more concentrated one, or from the freshwater side into the salt water. If enough pressure is applied to the salt solution, the osmotic flow can be reversed and pure water from the salt solution will be forced through the membranes into the more dilute solution. Hence the term reverse osmosis.

At the University of Florida, a laboratory unit capable of producing 8 gallons of fresh water per day has been constructed. This, of course, is a laboratory process at the present time, and the testimony before the subcommittee indicated that it was a process which might have commercial application.

At the Texas Agricultural and Mechanical Research Foundation a process was developed which would absorb large quantities of water. However, at the same time the compound must be practically insoluble in water. A solvent is used which extracts the fresh water from the salt water and then releases the fresh water when the system undergoes a slight change in temperature.

There are two processes now in commercial use which seem to me to have the most immediate promise. One of

them is the multiple effect distillation, and the other is electrodialysis.

The Westinghouse Co. has recently constructed a distillation plant in Arabia, which consists of four units, each handling about 600,000 gallons a day. Others are in use for special purposes. The cost of water is about \$2 or more a thousand gallons. The fact that in Arabia this process is being used for practical production suggests the potential in this method. A number of competent American industrial firms are capable of designing and producing these various distillation plants.

Electrodialysis is adaptable for water where the hard parts per million do not run above 2,000. It is that type of water which is found in a great many of the communities on the northern Great Plains. Many towns have water supplies in which the hard parts per million run from 1,400 or 1,500 to 2,200 or 2,400 parts per million.

With the average of these brackish inland waters, the electrodialysis process seems to be particularly effective. It is not necessary to take out of the water all the salt in it, as distillation does. Distillation takes all the salts out of the water, with the result that there is left a rather flat and tasteless water. Most water carries a certain amount of minerals. Water which has in the vicinity of 1,500 or 1,600 parts per million of solids and salts is not only not good tasting, but it also creates problems in laundering and plumbing. The minerals depending upon the kind of salts and the quality of the salts, may damage pipes and plumbing fixtures. Such water may even have a bad effect on ceramic and porcelain plumbing fixtures. Sometimes it results only in a stain, but many times it can have a corrosive effect also.

Therefore, the electrodialysis process, which has the quality of reducing a portion of the mineral content, may be the one most useful for some of these communities.

There have been some pilot-plant test-runs of equipment provided by one American manufacturer, where the cost has been \$1.10 per 1,000 gallons for a plant of 25,000 gallons daily capacity, and an indicated cost as low as 60 cents per 1,000 gallons for a plant which can handle 1½ million gallons a day.

It is that type of plant which I believe would be particularly useful in meeting the problems in the Great Plains area. Recently a process has been developed in Europe, which offers some promise. I understand that the Office of Saline Water is proposing to purchase a pilot plant from those people.

However, whatever the particular process used, I anticipate that if this program is authorized and implemented with appropriations, 1 of the plants for the treatment of brackish waters would be in the Southwest and 1 of them would be in the northern Great Plains area. I believe that no program is of greater importance to the well being and progress of our people.

Mr. President, I now ask unanimous consent to have printed at this point in the RECORD a statement which has been prepared by a member of my staff who



has been interested in following this program.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

STATEMENT BY SENATOR CASE OF SOUTH DAKOTA

In all of America there is hardly a city, town, or farm that does not have a water problem. Continued expansion of our industries, our growing population, and expanded agricultural needs have greatly increased the demand for fresh water. Our per capita consumption of 1,500 gallons per day for industrial and domestic use is double what it was 50 years ago. When to that is added our increasing population, our water needs have quadrupled.

Research into this development, as provided for under the Saline Water Act of July 3, 1952, has produced encouraging results in the desalination of water.

Now we have reached the point where it is time to replace laboratory and pilot plant operations with full scale plants using the most promising process.

When the first desalination bill came over from the House of Representatives, it attracted my interest because in South Dakota we have much hard water. I offered an amendment to expand the scope of the bill. The amendment was accepted by the Senate and concurred in by the House and became Public Law 448—the enabling legislation for the saline water program. It was the concept of Congressman ENGLE of California that the Government be authorized to contract for research with private companies and research institutions to study the process of converting hard to soft water. That approach appealed to me. It has proved to be a sound approach. After getting the authorizing legislation, we were successful in obtaining a supplemental appropriation for \$125,000 to get the program started in 1952. In 1955 I introduced S. 516 the Senate bill to extend the program beyond the original 3 years because of the good results obtained.

The people of South Dakota have taken a great deal of interest in the saline water research. Henry J. Schmitt, publisher of the Aberdeen American News, was named to the 9-member advisory group to the saline water program.

Several small research contracts were sought in my State. The School of Mines in Rapid City, S. Dak., made a study of brackish waters in South Dakota in 1953. In Miller, S. Dak., a field test of an electrical membrane water demineralizing apparatus was successfully made. This unit was able to treat about 1,500 gallons of water per hour, reducing the salt content from 2,500 to 350 parts per million.

I saw this plant in operation at Miller and tasted some of the water which went through the plant. Two-thirds of the water put into it came out salt-free water. One-third of it carried away the sludge. The water that came out was palatable and easy and safe to drink.

The reason for this interest is the hope given to the rancher and farmer living in an area where water is often alkaline and brackish, and is poor water for his stock to drink or for his wife to use in her laundry. This program offers advantages for the small towns that have iron, magnesium, or sulfur in their water supplies; it offers a way for them to get good water, so that the use of water softeners will be unnecessary, and so that better living will be possible.

This program offers the small city a chance to develop industrially, but does not have an adequate water supply. Large seacoast cities

that are wondering how to supply the water needs of their expanding industrialization would have to look no farther than the sea for their water supplies.

Hearings this spring demonstrated we have now reached the point where it is time to replace exploratory research in the laboratory with pilot plants and acted field operations in the more promising processes.

Mr. KUCHEL subsequently said:

Mr. President, a little earlier today, I was called from the Chamber at the time when the Senate had before it the joint resolution dealing with saline water.

I am a coauthor of that joint resolution. I ask unanimous consent that the few remarks which I propose to make at this time be printed in the RECORD at the point where the saline water joint resolution was under consideration.

The PRESIDING OFFICER. Is there objection? Without objection it is so ordered.

Mr. KUCHEL. Mr. President, I come from a magnificent State, California. I was born there. My father was born there. My grandfather was an immigrant to California, back in the gold-rush days, over 100 years ago. Often I listened to my late father talk about the artesian wells which were in evidence over the countryside, in his day, particularly in the southern part of California. They are all gone now. In the early days of this rapidly expanding semiarid area, water was no problem. But today it is a problem. It is a deadly serious problem for the 14 million people who now make California their home. Beyond that, it is a serious problem for the people of the entire country, indeed, for all the globe.

During the testimony of the proposed saline water legislation, sponsored by the junior Senator from New Mexico [Mr. ANDERSON], the junior Senator from South Dakota [Mr. CASE], and myself, it was most interesting to me to hear testimony of the type of saline water research and development which has taken place and is taking place, in far-flung areas of the world. Some of the smaller European countries which have interests in Africa are today, for example, underwriting the cost for demonstration plants in this whole field of making sea water potable, because of the problem of water shortage which plagues the people of such areas.

I may also observe, in passing, that the people of my State are eternally grateful for that which the Congress of the country has done in years gone by in authorizing the construction of great reclamation and multipurpose projects in California, which have meant literally the difference between economic and life and economic death to citizens and property in various parts of our 1,100-mile-long State.

For all those reasons, I think what the Senate does today in adopting proposed legislation to authorize the construction of a half dozen demonstration plants in the field of conversion of water, both sea water and brackish water, represents a great milestone in coping with a continuing and an enlarging problem.

The proposed legislation, Mr. President, authorizes the appropriation of a

relatively small amount of money, so far as American Government costs are concerned. If it will be possible, for the few million dollars that are authorized under the proposed legislation to be expended by the Department of the Interior in various parts of the country, to bring the cost of sea water and brackish water conversion down to an economical base, then we shall have done a magnificent thing, not only for the people of my State or my Nation, but, beyond that, and in a very real sense, for all humanity.

I know of one city in California which is required to import its water in tank cars, because the water in the ground beneath that community is not fit for human consumption. I say to Senators, what a wonderful thing to think that, on an economical basis, that small community, as an example, can look forward to the time when it can have its own conversion plant and utilize the techniques authorized and developed by Federal legislation which the Senate passed today.

I wish to say, in addition, although such legislation will not appear on the front pages of American newspapers, the passage of the proposed legislation is one of the great acts that the Senate is accomplishing.

I look forward to speedy approval of the bill in the House of Representatives, and then approval by the executive branch of the Government.

Mr. MANSFIELD. Mr. President, will the Senator yield?

Mr. KUCHEL. I yield.

Mr. MANSFIELD. I want to commend the distinguished Senator from California for the great work, the great interest, and the behind-the-scenes activities performed by him in getting through the Senate this most meritorious proposed legislation.

I think that he, with the Senator from New Mexico [Mr. ANDERSON], the Senator from Texas, the majority leader [Mr. JOHNSON], and the Senator from South Dakota [Mr. CASE] have been responsible for the milestone in this particular field. While the Senator from California has rightly noted this proposed legislation will not make the headlines, nevertheless, in the semiarid parts of our country, including my own State, and especially in California, such legislation may well be the answer to the future of a State. This is a way in which the Government, representing all the people, is undertaking, through such authorization, to bring about a more economical way of condensing or transforming sea water to fresh water, so the welfare of the people can be further advanced.

I wish to commend the Senator from California for the very great interest and the real efforts he has put forth in behalf of this particular type of legislation, which means so much to his own State.

Mr. KUCHEL. I thank my able friend, the Senator from Montana, the assistant majority leader; and I wish to state that on a number of occasions he and I have discussed, in our own offices, the veritable romance of what this type of legisla-



tion could eventually bring to our people. Montana is one of the great States of the American Union. Montana has a problem with respect to the shortage of water, exactly as does the State of the present Presiding Officer [Mr. McNAMARA], the great State of Michigan, and exactly as my State of California has.

Surely such legislation represents a constructive type of legislation, about which all of us, no matter from what part of the country we come, can take real pride in knowing that we are facing up to the necessity of an early and expeditious means of providing sufficient water to care for the future growth of our country.

I appreciate very much the generous comment which my friend the able Senator from Montana has made.

The PRESIDING OFFICER. The committee amendment is open to amendment. If there be no amendment to be proposed, the question is on agreeing to the committee amendment.

The amendment was agreed to.

The resolution (S. J. Res. 135) was ordered to be engrossed for a third reading, read the third time, and passed.

The committee amendment setting forth a preamble was agreed to.

The title was amended, so as to read: "Joint resolution providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses."

Mr. JOHNSON of Texas. Mr. President, I move that the vote by which the joint resolution was passed be reconsidered.

Mr. ANDERSON. Mr. President, I move to lay on the table the motion to reconsider.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from New Mexico to lay on the table the motion to reconsider.

The motion to lay on the table was agreed to.

#### DEPARTMENT OF COMMERCE, APPROPRIATIONS, 1959

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to the consideration of Calendar 1688, House bill 12540, the Department of Commerce appropriation bill.

The motion was agreed to; and the Senate proceeded to consider the bill (H. R. 12540) making appropriations for the Department of Commerce and related agencies for the fiscal year ending June 30, 1959, and for other purposes, which had been reported from the Committee on Appropriations with amendments.

Mr. HOLLAND obtained the floor.

Mr. JOHNSON of Texas. Mr. President, will the Senator from Florida yield to me, so that I may suggest the absence of a quorum?

Mr. HOLLAND. I yield.

Mr. JOHNSON of Texas. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER (Mr. JORDAN in the chair). Without objection, it is so ordered.

Mr. HOLLAND. Mr. President—

The PRESIDING OFFICER. The Senator from Florida.

Mr. HOLLAND. I ask unanimous consent that the committee amendments be considered and agreed to en bloc, and that the bill as thus amended be then considered for the purpose of amendment as original text, provided that any point of order against any amendment shall not be deemed to have been waived by the adoption of the agreement.

The PRESIDING OFFICER. Is there objection. The Chair hears none, and it is so ordered.

The amendments agreed to en bloc are as follows:

Under the heading "Title I—Department of Commerce—Salaries and Expenses," on page 2, line 5, after the word "Commerce", to strike out "\$2,690,000" and insert "\$2,730,000."

Under the subhead "Bureau of the Census—Salaries and Expenses", on page 2, line 21, after the word "amended", to strike out "\$7,900,000" and insert "\$8,200,000."

Under the subhead "1958 Censuses of Business, Manufacturers, and Mineral Industries", on page 3, line 6, after the word "including", to strike out "enumerators" and insert "personal services."

Under the subhead "Eighteenth Decennial Census", on page 3, line 18, after the word "including", to strike out "enumerators" and insert "personal services."

Under the subhead "Civil Aeronautics Administration—Operation and Regulation", on page 5, line 14, after the word "facilities", to insert a colon and "Provided further, That the Administrator is authorized, subject to the procedures prescribed in the Classification Act of 1949, as amended, but without regard to the numerical limitations contained therein, to place ten General Schedule positions in the following grades: one in grade GS-18, two in grade GS-17, and seven in grade GS-16; and such positions shall be in addition to positions previously allocated to this agency under section 505 of said act."

Under the subhead "Establishment of Air Navigation Facilities", on page 6, line 11, after the word "appropriation", to strike out "\$158,500,000" and insert "\$175,000,000."

Under the subhead "Coast and Geodetic Survey—Salaries and Expenses," on page 8, line 3, after the word "law", to strike out "\$11,650,000" and insert "\$11,685,000."

Under the subhead "Business and Defense Services Administration—Salaries and Expenses," on page 8, line 16, after the word "business," to strike out "\$6,650,000" and insert "\$7,040,000."

Under the subhead "Office of Area Development—Salaries and Expenses," on page 8, line 20, after the word "Development," to strike out "\$395,000" and insert "\$200,000."

Under the subhead "Maritime Activities—Ship Construction," on page 9, line 15, after the word "and", to strike out "(not to exceed \$3,500,000)"; in line 18, after the word "equipment", to strike out "\$122,950,000" and insert "\$160,000,000", and in line 22, after the word "exceed", to strike out "\$2,000,000" and insert "\$2,300,000."

Under the subhead "Operating-Differential Subsidies," on page 10, at the beginning of line 11, to strike out "two thousand three hundred" and insert "two thousand one hundred and twenty-five", and in line 12, after the word "year", to strike out the comma and "including voyages covered by contracts in effect at the beginning of the current fiscal year, of which two hundred shall be for companies which have not held contracts prior to July 1, 1958, and seventy-five shall be for companies operating into or out of the Great Lakes."

Under the subhead "Salaries and Expenses," on page 10, line 22, after the word "Administration", to strike out "\$14,200,000" and insert "\$14,850,000."

On page 11, at the beginning of line 2, to insert "and not to exceed \$500 for reimbursement of representation expenditures by each of five Maritime representatives in foreign countries", and in line 4, after the amendment just above stated, to strike out "\$6,900,000" and insert "\$7,050,000."

On page 11, line 6, after the word "warehouses", to strike out "\$1,300,000" and insert "\$1,500,000."

On page 11, line 7, after the word "expenses," to strike out "\$6,000,000" and insert "\$6,300,000."

Under the subhead "Patent Office—Salaries and Expenses," on page 15, line 14, after the word "Patents," to strike out "\$19,000,000" and insert "\$21,000,000."

Under the subhead "Bureau of Public Roads," on page 15, at the beginning of line 23, to strike out "available to the Bureau of Public Roads" and insert "made available by this act to the Bureau of Public Roads and from advances and reimbursements received by the Bureau of Public Roads."

Under the subhead "Forest Highways," on page 17, line 20, after the word "of," to strike out "\$22,250,000" and insert "\$21,250,000," and in line 22, after the word "and," to strike out "\$7,750,000" and insert "\$8,750,000."

Under the subhead "National Bureau of Standards—Plant and Equipment," on page 20, line 21, after the word "facilities," to strike out "\$550,000" and insert "\$600,000."

Under the subhead "Weather Bureau—Salaries and Expenses," on page 21, line 8, after the word "law," to strike out "\$39,060,000" and insert "\$39,868,000."

Under the heading "Title II—The Panama Canal—Canal Zone Government—Operating Expenses," on page 23, line 21, after the word "transfusions," to strike out "\$16,666,000" and insert "\$17,417,000."

Under the subhead "Capital Outlay," on page 24, line 5, after the word "assets", to strike out "\$3 million" and insert "\$3,200,000."



Under the subhead "Panama Canal Company," on page 24, line 22, after the word "exceed", to strike out "\$7,900,000" and insert "\$7,976,000."

Under the heading "Title III—Independent Agencies—Airways Modernization Board—Expenses," on page 27, line 7, after the word "including", to insert "purchase (not to exceed six) and"; in line 8, after the word "vehicles", to strike out "and aircraft," and insert a semicolon and "acquisition by purchase or transfer of aircraft (not to exceed 14) and hire, maintenance, and operation of aircraft"; and in line 12, after the word "Board", to strike out "\$30 million" and insert "\$34,315,000."

Under the subhead "Civil Aeronautics Board—Salaries and Expenses," on page 28, line 2, after the words "per diem", to strike out "\$6,000,000" and insert "\$6,100,000: *Provided*, That the Chairman is authorized, subject to the procedures prescribed in the Classification Act of 1949, as amended, but without regard to the numerical limitations contained therein, to place 10 General Schedule positions in the following grades: 1 in grade GS-18, 2 in grade GS-17, and 7 in grade GS-16; and such positions shall be in addition to positions previously allocated to this agency under section 505 of said act."

Under the subhead "Saint Lawrence Seaway Development Corporation," on page 29, line 5, after the word "exceed", to strike out "\$400,000" and insert "\$440,000"; in line 7, after the word "exceed", to strike out "\$1,000" and insert "\$2,000"; in line 12, after the word "exceed", to strike out "\$50" and insert "\$100", and in the same line, after the word "day", to insert a colon and "*Provided further*, That not to exceed \$5,000 may be expended for services of individuals employed at rates in excess of \$50 per day."

Mr. HOLLAND. Mr. President, the total amount carried by this bill, which is H. R. 12540, as reported by the committee, is \$3,362,886,000.

By far the largest part is represented by the appropriation from the Federal-aid highway trust fund so that the Federal aid highway construction program and the Interstate System of Highways, which has now become the most important feature of that program, may go forward.

The total amount allowed from the special trust fund created for the Federal-aid highway program is \$2,350,000,000. That amount, provided in the bill, was recommended by the Budget Bureau, has been approved by the House, and is supported by the collections in the trust fund. In other words, the money on hand in the trust fund plus the current collections will be more than ample to cover the appropriation in the bill.

Like other trust fund transactions, this amount is not included in the \$73.9 billion expenditure total in the January budget estimates.

The total amount contained in H. R. 12540, as reported to the Senate by the committee, excluding the trust fund item, is \$1,012,886,000.

On a comparable basis, adjusting the budget estimate total of \$982,721,000 so that it would include the \$32,692,000 for

forest highways and public land highways, making a revised estimate total of \$1,015,413,000, the amount recommended is \$2,527,000 under the estimates.

The reason for that adjustment is that the committee, following the action by the House, following the action by the Senate Committee on Public Works and by the Senate itself, has decided it is not wise to include in the projects which are supported from the trust fund these two items, construction of forest highways and public land highways, but, instead, we feel it is wiser to provide for them out of general fund appropriations.

The amount recommended in the bill is a net \$295,157,375 above the 1958 appropriation at this time.

Two hundred and twenty-two million dollars of this increase is due to special circumstances, which the Senate will remember in connection with last year's appropriation. The first of those circumstances was that the bill last year required the utilization of \$65 million which was then in the War Shipping Administration liquidation fund. We required that that be done, instead of appropriating additional funds for operating differential subsidies to the Maritime Commission. Second, there was a withholding of the appropriation of additional funds for ship construction until the funds which were on hand and uncommitted, amounting to \$161 million, had been utilized and a lagging program made current.

I want to make it clear that the committee appreciated the fact that that particular agency went ahead, followed the directions of the Congress, which originated in this committee last year, adopted a good program, using up the funds which had been carried by it from year to year and were on hand, and using up also the \$65 million which was in another pocket so to speak, that is, in the fund for the liquidation of the War Shipping Administration obligations.

Mr. President, there are a good many items in the bill, any one of which I am willing to attempt to discuss if Senators wish to ask questions concerning it. However, unless there are such questions, I yield the floor.

Mrs. SMITH of Maine. Mr. President, as the ranking member of the Appropriations Subcommittee on the Department of Commerce and Related Agencies, I commend the chairman of the subcommittee for his splendid leadership and work on the pending bill. It is indeed an education to sit on the committee with him and witness his great depth of knowledge, his intelligent approach, and his incisive interrogation. I wish that more Members of this body had the opportunity to sit in on the subcommittee hearings to see for themselves how well he conducts the hearings.

I also want to recognize the splendid work of the staff of the subcommittee. Summed up, the best way of stating the character of the work of William Kennedy and John Witeck is to state the simple truth—that without them, their devotion to their work and their great

ability, we could never have performed our assignment.

The subcommittee conducted hearings on the items in the bill commencing on April 29, and with interruptions due to pressures of other meetings and activities, finally concluded on May 28, after approximately 20 hours, involving six hearing dates. The testimony taken appears in the 682-page volume of the hearings.

The total budget request in the amount of \$982,721,000 is comprised of 35 money items.

In the case of 20, the committee approved without change the items as allowed in the House version of the bill. This is a 57 percent concurrence on a number-of-items basis; 54 percent on the basis of funds involved, using the committee recommendations as a base.

There are readily apparent, and the chairman, the Senator from Florida [Mr. HOLLAND], has already adverted to the substantial increases over the 1958 appropriations for maritime activities. With respect to the maritime items, involving ship construction and operating-differential subsidies, the increases are statistical rather than operational. Funds in excess of the War Shipping Administration liquidation needs were provided in the current year in lieu of appropriating new moneys for operating-differential subsidies, and a ship-construction program was brought more nearly current by utilization of prior year funds. This situation has been thoroughly discussed by the chairman of the subcommittee [Mr. HOLLAND]. A similar full explanation was presented in the other body by Mr. PRESTON, of the House Committee on Appropriations, in the floor consideration of this bill on May 20.

The necessity for operational and facilities funds for aviation was very readily recognized by the committee, and it might be appropriate to quote at this point the statement appearing on page 6 of the committee report:

In its recommendations on the aviation items in this bill relating to air navigation and safety, the committee has consistently recommended the full budget estimate. \* \* \* Realizing that the legislative committees concerned with aviation matters is moving with all speed in this area, the committee has no recommendation of a legislative character but feels that it is meeting its full responsibility in the matter by providing the funds that the technical experts are requesting.

The \$16.5 million difference for air navigation facilities between the House version of the bill and the Senate committee recommendation refers to split versus full financing and does not in any sense involve program reduction or adjustment of the establishment of air navigation facilities program.

I am most hopeful that the aviation agencies of the Government—now that they are being provided with the funds they have requested to do their job—will more speedily and effectively achieve a goal of real air safety than they have done in the past.

It is easy to criticize, and we should be understanding in the practical problems







85TH CONGRESS  
2D SESSION

# S. J. RES. 135

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IN THE HOUSE OF REPRESENTATIVES

JUNE 11, 1958

Referred to the Committee on Interior and Insular Affairs

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## JOINT RESOLUTION

Providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

Whereas official Government reports show unmistakably that the United States population is multiplying at a rate which by 1980 will triple the demand for supplies of fresh water, which if not available will adversely affect the national defense by jeopardizing the economic welfare and general well-being of vast segments of the population of the United States, as well as the population of some of our Territorial possessions; and

Whereas many cities, towns, and rural areas are already confronted by shortages of potable water that imperil health; and

Whereas the expanding population, industry, and agriculture

of the United States are becoming increasingly dependent upon an assured augmented supply of fresh water while the future welfare and national defense of the United States rest upon increased sources of fresh water; and

Whereas research by governmental agencies, educational institutions, and private industry has brought about the evolution, on a limited scale, of methods of desalting sea water and the treatment of brackish water which give promise of ultimate economical results; and

Whereas the United States Government has the responsibility, along with safeguarding the national defense, and protecting the health, welfare, and economic stability of the country, to transform these experiments into production tests on a scale not possible of achievement otherwise; and

Whereas the Congress recognized its responsibility in this field by the enactment in 1952 of the Saline Water Act (66 Stat. 328), reaffirmed its position by the amendments to such Act in 1955 (69 Stat. 198); and the legislative history of such Acts reveals that the Congress recognized even then that the time had arrived for tackling the problem more realistically and effectively, but unfortunately the program was limited to such an extent that concrete results are not possible of attainment under the provisions of existing legislation; and

Whereas the Congress now finds it is in the national interest to demonstrate, with the least possible delay, in actual production tests the several optimum aspects of the construction, operation, and maintenance of sea water conversion and brackish water treatment plants: Now, therefore, be it

1        *Resolved by the Senate and House of Representatives*  
 2        *of the United States of America in Congress assembled,*

1 That (a) the Secretary of the Interior shall, pursuant to  
2 the provisions of the Act of July 3, 1952, as amended (42  
3 U. S. C. 1951-1958), and in accordance with this joint  
4 resolution, provide for the construction, operation, and main-  
5 tenance of not less than five demonstration plants for the pro-  
6 duction, from sea water or brackish water, of water suitable  
7 for agricultural, industrial, municipal, and other beneficial  
8 consumptive uses. Such plants shall be designed to demon-  
9 strate the reliability, engineering, operating, and economic  
10 potentials of the sea or brackish water conversion processes  
11 which the Secretary shall select from among the most promis-  
12 ing of the presently known processes. A decision with re-  
13 spect to the processes to be utilized in such plants shall be  
14 made by the Secretary within six months after the date of  
15 approval of this joint resolution, and the construction of such  
16 plants shall proceed as rapidly thereafter as is practicable.

17 (b) The construction of the demonstration plants re-  
18 ferred to above shall be subject to the following conditions:

19 (1) Not less than three plants shall be designed for the  
20 conversion of sea water, and each of two plants so designed  
21 shall have a capacity of not less than one million gallons  
22 per day;

23 (2) Not less than two plants shall be designed for the  
24 treatment of brackish water, and at least one of the plants



1 so designed shall have a capacity of not less than two hundred  
2 and fifty thousand gallons per day; and

3 (3) Such plants shall be located in the following geo-  
4 graphical areas with a view to demonstrating optimum utility  
5 from the standpoint of reliable operation, maintenance, and  
6 economic potential—

7 (A) At least one plant which is designed for the  
8 conversion of sea water shall be located on the west  
9 coast of the United States, and at least one plant so  
10 designed shall be located on the east coast or gulf coast  
11 of the United States;

12 (B) at least one plant which is designed for the  
13 treatment of brackish water shall be located in the area  
14 generally described as the Northern Great Plains, and  
15 at least one plant so designed shall be located in the  
16 arid areas of the Southwest; and

17 (C) one plant which is designed for the conversion  
18 of sea water shall be located in the Virgin Islands or  
19 some other Territorial possession of the United States, as  
20 determined by the Secretary of the Interior, with a view  
21 to providing potable water and/or additional electric  
22 power.

23 (c) As used in this joint resolution, the term “demon-  
24 stration plant” means a plant of sufficient size and capacity  
25 to establish on a day-to-day operating basis the optimum at-

1   tainable reliability, engineering, operating, and economic po-  
2   tential of the particular sea water conversion process or the  
3   brackish water treatment process selected by the Secretary of  
4   the Interior for utilization in such plant.

5       SEC. 2. The Secretary of the Interior shall enter into a  
6   contract or contracts for the construction of the demonstration  
7   plants referred to in the preceding section, and the Secretary  
8   shall enter into a separate contract or contracts for the opera-  
9   tion and maintenance of such plants. Any such operation  
10   and maintenance contract shall provide for the compilation  
11   by the contractor of complete records with respect to the  
12   operation, maintenance, and engineering of the plant or  
13   plants specified in the contract. The records so compiled  
14   shall be made available to the public by the Secretary at peri-  
15   odic and reasonable intervals with a view to demonstrating  
16   the most feasible existing processes for desalting sea water  
17   and treating brackish water. Access by the public to the  
18   demonstration plants herein provided for shall be assured dur-  
19   ing all phases of construction and operation subject to such  
20   reasonable restrictions as to time and place as the Secretary  
21   of the Interior may require or approve.

22       SEC. 3. The authority of the Secretary of the Interior  
23   under this joint resolution to construct, operate, and maintain  
24   demonstration plants shall terminate upon the expiration  
25   of five years after the date on which this joint resolution

1 is approved. Upon the expiration of such five-year period  
2 the Secretary shall proceed as promptly as practicable to  
3 dispose of any plants so constructed by sale to the highest  
4 bidder, or as may otherwise be directed by Act of Congress.

5 SEC. 4. The powers conferred on the Secretary of the  
6 Interior by this joint resolution shall be in addition to and  
7 not in derogation of the authority conferred on the Secretary  
8 by the Act of July 3, 1952, as amended (42 U. S. C.  
9 1951-1958). The provisions of such Act, except as other-  
10 wise provided in this joint resolution, shall be applicable  
11 in the administration of this joint resolution.

12 SEC. 5. There are hereby authorized to be appropri-  
13 ated such sums, not in excess of \$10,000,000, as may be  
14 necessary to provide for the construction of the demonstra-  
15 tion plants referred to in this joint resolution, together with  
16 such additional sums as may be necessary for the operation  
17 and maintenance of such plants, and the administration of  
18 the program authorized by this resolution.

Passed the Senate June 10 (legislative day, June 9),  
1958.

Attest:

FELTON M. JOHNSTON,

*Secretary.*





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## JOINT RESOLUTION

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Providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

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JUNE 11, 1958

Referred to the Committee on Interior and Insular  
Affairs







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued August 4, 1958  
For actions of August 1, 1958  
85th-2nd, No. 131

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HIGHLIGHTS: See page 5.

## SENATE

1. TRANSPORTATION. Concurred in the House amendment to S. 3916, to extend until June 30, 1960, provisions of the Shipping Act of 1916 relating to dual rate contract arrangements. This bill will now be sent to the President. pp. 14513-14
2. WATER RESOURCES. Passed as reported S. 4021, to establish the U. S. Study Commission on the Savannah, Altamaha, St. Mary's Apalachicola-Chattahoochee, and Alabama-Coosa River Basins. pp. 14511-13
3. DEFENSE PRODUCTION. The Banking and Currency Committee reported without amendment S. 4162, to amend the Defense Production Act to provide for the cancellation of certain productive facility loans (S. Rept. 2091). p. 14496
4. ADMINISTRATIVE ORDERS. The Judiciary Committee ordered reported without amendment H. R. 6788, to authorize the abbreviation of the record on the review or enforcement of orders of administrative agencies by the courts of appeals and the review or enforcement of such orders on the original papers and to make uniform the laws relating thereto. p. D774

5. HUMANE SLAUGHTER. Sen. Humphrey commended the reaction of the American Meat Institute to passage of the humane slaughter bill, and inserted their news release in which they stated they would work to aid in providing for humane slaughter and discussed the provisions of the bill. pp. 14517-18
6. CIVIL DEFENSE. The name of Sen. Cotton was added as cosponsor to S. 4055, to establish survival depots for civil defense evacuees in time of war. p. 14499
7. FOOD DISTRIBUTION. Sen. Flanders criticized the cutting off of CARE packages to Egyptian children, and Sen. Humphrey concurred. pp. 14500-1
8. FARM PROGRAM. Sen. Humphrey inserted a letter from the Cochran County, Tex., Farm Bureau, which he stated showed opposition to the national Farm Bureau position. The letter urged CCC and price support, opposed free markets, pointed to the processor as the central cause of higher prices, and urged that cotton legislation be delayed until after the fall referendum. pp. 14504-05
9. LEGISLATIVE PROGRAM. Sen. Johnson announced that there would be a call of the calendar for unobjected-to measures on Mon., Aug. 4. p. 14495
10. ADJOURNED until Mon., Aug. 4. p. 14519

HOUSE

11. FARM PROGRAM. The "Daily Digest" states that the Agriculture Committee "adopted, by a vote of 28-0, various amendments to S. 4071, re marketing programs for various agricultural commodities" (p. D775). Rep. McCormack announced that this bill will be considered under suspension of the rules today, Aug. 4 (p. 14539). The Agriculture Committee was granted until midnight Sat. "to file reports on certain bills" (p. 14540). It is our understanding that the bill was reported during recess, pursuant to this authority.
12. FOOD STAMPS; FARM LABOR. The Agriculture Committee ordered reported H. R. 13067, to provide for the establishment of a food stamp plan for the distribution of \$1 billion worth of surplus food commodities a year to needy persons and families in the U. S., and H. R. 10360, with amendment, to continue for 2 years the authority for the Attorney General to permit the importation of aliens for agricultural employment. p. D775
13. SALINE WATER; RECLAMATION. A subcommittee of the Interior and Insular Affairs Committee ordered reported S. J. Res. 135, with amendment, to provide for the construction of a full-scale demonstration plant for the production, from sea waters, of water suitable for beneficial purposes, ~~and S. 4009, to increase the amount authorized to be appropriated for the Washoe reclamation project, Nev. and Calif.~~ p. D776
14. FAIR TRADE. A subcommittee of the Interstate and Foreign Commerce Committee ordered reported with amendment H. R. 10527, to amend the Federal Trade Commission Act so as to make it lawful to fix minimum resale prices and to enforce them by contracts. p. D776
15. SURPLUS PROPERTY. A subcommittee of the Government Operations Committee ordered reported with amendment H. R. 7929, to permit the donation of surplus property to voluntary fire-fighting organizations. p. D776







The Interior and Insular Affairs Committee ordered reported without amendment S. 4009, to increase the amount authorized to be appropriated for the Washoe reclamation project, Nev. and Calif., and with amendment S. 3448, to permit the Secretary of the Interior to authorize increases in the 160-acre limitation on the Seedskadee Reclamation project. p. D789

The Interior and Insular Affairs Committee reported without amendment H. R. 13523, to authorize the construction and maintenance by Interior of the Fryingpan-Arkansas reclamation project (H. Rept. 2427). pp. 14768-69

12. WHEAT; CORN MEAL. Passed without amendment H. R. 13268, to authorize CCC to purchase flour and corn meal for donation instead of having such products processed from its own stocks. pp. 14691-92
13. DESERT-LAND ENTRIES. Passed with amendments S. 359, to permit desert land entries on disconnected tracts of land aggregating less than 320 acres and form a compact unit. p. 14696
14. TRANSPORTATION. Passed under suspension of the rules H. R. 8382, to provide for the licensing of independent foreign freight forwarders (pp. 14747-48); and H. R. 474, to repeal Sec. 217 of the Merchant Marine Act of 1936 relating to the coordination of the forwarding and servicing of water-borne export and import foreign commerce of the U. S. (p. 14748).
15. FRUITS AND NUTS. Voted 40 to 33 to suspend the rules and pass H. R. 11056, to amend the Agricultural Marketing Agreement Act so as to extend restrictions on certain imported citrus fruits, dried fruits, walnuts, and dates. At the request of Rep. McCormack further consideration of the bill was postponed until Wed., Aug. 6. pp. 14754-60
16. WATERSHEDS. Received from the Budget Bureau plans for works of improvement pertaining to the following watersheds: Furnace Brook-Middle River, Conn. and Mass.; Busseron, Ind., and Crooked Creek, Iowa; to Agriculture Committee. p. 14768
17. RADIO FREQUENCIES. The Interstate and Foreign Commerce Committee reported with amendments S. J. Res. 106, to establish a commission to investigate the utilization of the radio and television frequencies allocated to agencies and instrumentalities of the Federal Government (H. Rept. 2355). p. 14768
18. SALINE WATER. The Interior and Insular Affairs Committee ordered reported with amendment S. J. Res. 135, to provide for the construction of demonstration plants for the production, from saline waters, of water suitable for agricultural, industrial and consumptive uses. p. D789
19. MILITARY CONSTRUCTION. Conferees agreed to file a conference report on H. R. 13015, the military construction authorization bill. p. D790
20. PERSONNEL. Passed over, at the request of Rep. Ford, H. R. 1168, to restore the pay of officers or employees to the level of the grade held before downgrading in certain cases. p. 14684

## SENATE

21. PRICE SUPPORTS. Sen. Proxmire criticized the cost of the present price support farm program and inserted an economic analysis of the cost of his bill, S. 2952, which concluded that it would be less expensive than the present program. pp. 14642-3



Aug. 4, 1958

22. RESEARCH. Passed as reported S. 4039, to authorize the head of any Government agency now making contracts for research to grant funds for the support of such research. pp. 14623-4

23. PERSONNEL. Passed as reported H. R. 7710, to provide for the lump sum payment of all accumulated and accrued annual leave of deceased employees. p. 14626

24. MINERALS. At the request of Sen. Talmadge, passed over S. 4146, to provide for incentive payments for the production of certain minerals. p. 14626

The interior and Insular Affairs Committee reported without amendment S. Res. 225, to extend until Jan. 31, 1959, the time for filing a report on the study of strategic raw materials in the Western hemisphere (S. Rept. 2175). p. 14546

25. FISHERIES; EXTENSION SERVICE. Passed as reported S. 2973, to establish a fishery extension service in the Fish and Wildlife Service to carry out co-operative fishery extension work with the States. pp. 14627-8

26. FORESTRY. Passed without amendment the following bills:

S. 3682, to authorize the Secretary to convey certain national forest lands in Ariz. to the Univ. of Ariz. p. 14629

H. R. 6038, to authorize transfers of land between the Sequoia National Forest and the Kings Canyon National Park, Calif. This bill will now be sent to the President. p. 14630

H. R. 6198, to authorize the transfer of not more than 10 acres of land from the Sequoia National Park to the Sequoia National Game Refuge in Sequoia National Forest, Calif. This bill will now be sent to the President. p. 14630

The Agriculture and Forestry Committee reported with amendment S. 4053, to extend the boundaries of Siskiyou National Forest (S. Rept. 2171). p. 14546

27. DEFENSE PRODUCTION. Began debate on S. 4162, to provide for the cancellation of certain uncollectible loans and operating losses under Title III of the Defense Production Act, to increase (in effect) the borrowing authority for the defense stockpile \$300 million. pp. 14631-2, 14644-50

28. MONOPOLIES. At the request of Sen. Talmadge, passed over S. 11, to amend the Robinson-Patman Act with reference to equality of opportunity. p. 14618

29. WATER RESOURCES. At the request of Sen. Talmadge, passed over S. 3185, to promote fish and wildlife conservation by requiring prior approval by the Secretary of the Interior of licenses issued under the Federal Power Act. p. 14623

30. ADMINISTRATIVE ORDERS. The Judiciary Committee reported without amendment H. R. 6788, to authorize the abbreviation of the record on the review or enforcement of orders of administrative agencies by the courts of appeals and the review or enforcement of such orders on the original papers and to make uniform the laws relating thereto (S. Rept. 2129). p. 14545

31. TOBACCO. The Agriculture and Forestry Committee reported with amendment S. Res. 334, to direct the committee to study marketing practices relative to loose and tied tobacco (S. Rept. 2163); which was then referred to the Rules and Administration Committee. p. 14546

The Agriculture and Forestry Committee reported without amendment H. R. 12840, to provide a single acreage allotment for Va. sun-cured and Va. fire-cured tobaccos if farmers vote approval in a referendum (S. Rept. 2162) p. 14546







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued August 6, 1958  
For actions of August 5, 1958  
85th-2d, No. 133

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HIGHLIGHTS: House debated bill to increase public debt limit. House and Senate committees reported bill to facilitate USDA insured loans. Rep. Mathews urged passage of House committee farm bill. House subcommittee ordered reported bill for transfer of employees to international organizations. Senate committee reported foreign aid appropriation bill.

HOUSE

1. PUBLIC DEBT. Debated H. R. 13580, to increase the public debt limit to \$285 billion. At the request of Rep. McCormack a vote on the bill was postponed until today, Aug. 6. pp. 14880, 14883-89, 14889-910, 14946
2. FARM LOANS. The Agriculture Committee reported with amendment H. R. 10965, to improve the insured-loans program under Title I of the Bankhead-Jones Farm Tenant Act (H. Rept. 2447). p. 14946
3. PERSONNEL. A subcommittee of the Post Office and Civil Service Committee ordered reported S. 4004, to encourage transfers of Federal employees for service with international organizations. p. D799
4. MILITARY CONSTRUCTION. Received the conference report on H. R. 13015, the military construction authorization bill (H. Rept. 2429). As reported by the conferees the bill limits the number of houses which may be contracted for with the use of foreign currencies accumulated under Public Law 480 to 4,000 units. pp. 14866-79, 14946
5. TRANSPORTATION; TRAVEL. Passed under suspension of the rules S. 377, to provide a 2-year statute of limitations on actions involving transportation of property and passengers of the U. S. Government. Substituted the language of H. R. 8742, as passed by the House earlier in the day, for that of S. 377. H. R. 8742 was laid on the table. pp. 14880-81, 14889
6. FARM LABOR. The Rules Committee reported a resolution for consideration of H. R. 10360, to continue for 2 years the authority for the Attorney General to permit the importation of aliens for agricultural employment. pp. 14889, 14964
7. FARM PROGRAM. Rep. Matthews explained the provisions of S. 4071, the farm bill, as reported by the House Agriculture Committee, and urged enactment of the Committee bill. pp. 14924  
Rep. Hill inserted a letter from the National Wool Growers Assoc. urging passage of S. 4071 as reported by the House Agriculture Committee, and stated, "We feel certain that the conference committees can iron out major differences existing in the House and Senate versions of the farm bill and can develop legislation which will be acceptable to the administration." p. 14910
8. SALINE WATER. The Interior and Insular Affairs Committee reported with amendments S. J. Res. 135, to provide for the construction by Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, and municipal uses (H. Rept. 2450). p. 14946
9. RECLAMATION. The Interior and Insular Affairs Committee reported S. 4009, without amendment, to increase the amount authorized to be appropriated for the Washoe reclamation project, Nev. and Calif. (H. Rept. 2451); and S. 3448, with amendment, to permit the Secretary of the Interior to authorize increases in the 160-acre limitation on the Seedskaadee Reclamation project (H. Rept. 2454). p. 14946
10. CONTRACTS. The Ways and Means Committee reported without amendment H. R. 11749, to extend the Renegotiation Act of 1951 for 2 years (H. Rept. 2466). p. 14947



## SALINE WATER PROGRAM

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AUGUST 5, 1958.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. ASPINALL, from the Committee on Interior and Insular Affairs, submitted the following

### REPORT

[To accompany S. J. Res. 135]

The committee on Interior and Insular Affairs, to whom was referred the joint resolution (S. J. Res. 135) providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, having considered the same, report favorably thereon with amendments and recommend that the joint resolution as amended do pass.

The amendments are as follows:

Page 3, line 5, following the word "five", insert the word "experimental".

Page 3, line 12, change the period to a comma and add the words "and each plant shall demonstrate a different process."

Page 3, line 12, strike out the sentence reading:

A decision with respect to the processes to be utilized in such plants shall be made by the Secretary within six months after the date of approval of this joint resolution, and the construction of such plants shall proceed as rapidly thereafter as is practicable.

Insert in lieu thereof the following:

A decision with respect to the process to be utilized in the first of these five plants shall be made by the Secretary within six months after the date of approval of this joint resolution and decisions with respect to the processes to be utilized in the other plants shall follow at intervals of not more than six months, and the construction of such plants shall proceed as rapidly as is practicable.



Page 4, line 3, strike out the word "Such" and insert "The sea water conversion".

Page 4, line 11, insert the word "and".

Page 4, line 12, strike out all of paragraph "(B)" through page 4, line 16.

Page 4, line 17, strike out paragraph designation "(C)" and insert "(B)".

Page 4, line 19, strike out the words "Territorial possession" and insert "Territory or island area".

Page 4, line 21, strike out the words "and/or additional electric power".

Page 5, following line 21, add a new section 3, reading as follows:

SEC. 3. The Secretary is authorized to accept financial and other assistance from any State or public agency in connection with studies, surveys, location, construction, operation, or other work relating to saline or brackish water conversion problems and facilities for such conversion, and to enter into contracts with respect to such assistance, which contracts shall detail the purposes for which the assistance is contributed. Any funds so contributed shall be available for expenditure by the Secretary in like manner as if they had been specifically appropriated for purposes for which they are contributed, and any funds not expended for these purposes shall be returned to the State or public agency from which they were received.

Page 5, line 22, renumber "SEC. 3." as "SEC. 4."

Page 5, line 25, strike out the word "five" and insert "seven".

Page 6, line 1, strike out the words "five-year" and insert "seven-year."

Page 6, line 4, add a new sentence reading as follows:

Upon such sale, there shall be returned to any State or public agency which has contributed financial assistance under section 3 of this Act a proper share of the net proceeds of the sale.

Page 6, line 5, renumber "SEC. 4." as "SEC. 5."

Page 6, following line 11, add a new section 6, reading as follows:

SEC. 6. When appropriations have been made for the construction or operation and maintenance of any demonstration plant under this Act, the Secretary may, in connection with such construction or operation and maintenance enter into contracts for construction for materials and supplies, and for miscellaneous services, which may cover such periods of time as he shall consider necessary but in which the liability of the United States shall be contingent upon appropriations being available therefor.

Page 6, line 12, renumber "SEC. 5." as "SEC. 7."

Amend the title so as to read:

A joint resolution providing for the construction of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

Legislation similar in purpose to the Senate joint resolution here reported was introduced in the House by Mr. Engle (H. R. 10606); Mr. King (H. R. 11405); Mr. Teague of California (H. R. 11838); Mr. Holifield (H. J. Res. 521); Mr. Wilson of California (H. J. Res. 541); Mr. Roosevelt (H. J. Res. 545 and H. J. Res. 596); Mr. Rhodes of Arizona (H. J. Res. 617). The House legislation was considered by the committee along with the Senate-passed resolution.

#### PURPOSE

This legislation would authorize the construction of not less than five experimental demonstration plants for the conversion of sea water and brackish water to water suitable for municipal, industrial, agricultural, and other beneficial uses. It would expand the existing authority of the Secretary of the Interior for basic research and move the saline water research program into the demonstration-plant phase. The basic research program authorized by the Saline Water Act of 1952, as amended, would be continued.

#### NEED

Our rapidly growing population, expansion of our industries, and the expanding agricultural use of water have increased tremendously the demands for large quantities of fresh water. This continuing growth and expansion has placed a severe drain on our water resources in certain areas, and there is rapidly developing an acute shortage of water in many parts of the United States. The sources of water on which we normally rely are gradually being exhausted and, through use and reuse, the supplies from these sources are being contaminated. There is an urgent need of finding additional fresh-water sources.

While the basic research program being carried out under existing authority assures that research and development investigation will continue, we have reached the point where authority to construct demonstration plants is clearly needed if the overall program is to move forward. It is only by a demonstration plant program that we can obtain cost and performance data and look to gradual cost reductions through improvement in efficiency, reductions in capital and operating costs, etc. Since there is no indication of any major breakthrough or sudden advances in technology which might bring about large reductions in the cost of conversion, the most promising processes on which basic research has been completed should move forward into the demonstration-plant phase.

#### COST

This legislation authorizes the appropriation of not to exceed \$10 million for the construction of demonstration plants plus the funds necessary to operate the plants and administer the program. The cost of individual plants will depend upon their size and type and the process involved. The legislation includes language to permit financial participation by States or local agencies and contributions from this source would be in addition to the \$10 million.

## DEPARTMENT'S RECOMMENDATION

The views of the Department of the Interior on this legislation were stated by Assistant Secretary Aandahl during the committee's hearings on the legislation. Mr. Aandahl's statement is included herein-after. Among the committee's amendments were several directed toward meeting the Department's suggested changes, and the amended resolution is believed to be acceptable to the Department.

## BACKGROUND

The basic saline-water-conversion research program was authorized by the act of July 3, 1952, known as the Saline Water Act of 1952. This original act authorized the appropriation of \$2 million for a 5-year research program to be administered by the Secretary of the Interior. The objective of the program was to develop economically feasible processes for converting sea water and other saline water to fresh water of a quality suitable for agricultural, industrial, municipal, and other beneficial uses.

The basic 1952 act was amended by the act of June 29, 1955, which extended the period of research to 10 years and increased the amount authorized to be appropriated from \$2 million to \$10 million.

## AMENDMENTS

The Committee amended the Senate-passed bill in several respects. First, the committee made it clear that the plants authorized would be experimental plants for advanced phases of pilot-plant testing and that they would not necessarily represent the ultimate state of perfection in a given process. Second, the committee added a requirement that each plant demonstrate a different process so that there would be no duplication of plants in different geographical locations. Third, the Senate provision requiring the Secretary to make decisions within 6 months after enactment on all 5 processes to be demonstrated was modified to require selection of 1 process in 6 months with the others to follow at intervals of not to exceed 6 months. Fourth, the committee extended the period of the authority given the Secretary by 2 years thereby providing a 7-year period for the program. Seven years after enactment, the authority of the Secretary to construct and operate the plants would terminate and he would be required to dispose of them. Fifth, the committee added a provision to authorize acceptance of financial and other assistance from any State or public agency. It seemed to the committee that all efforts in this field should be coordinated and that the inclusion of this amendment would assist in accomplishing this. The committee adopted other clarifying and minor amendments.

## EXPLANATION OF THE AMENDED RESOLUTION

The resolution as amended by the committee would authorize the Secretary of the Interior to construct not less than five experimental demonstration plants. Three of the five would be designed for conversion of sea water, and two would be designed for the treatment of brackish water. Two of the sea-water-conversion plants would have a capacity of not less than 250,000 gallons per day. One of the sea-



water-conversion plants would be located on the west coast, one on the east coast, and one in a Territory or island area.

The Secretary would be required to select one process within 6 months after enactment, with decisions on the other processes to follow at intervals of not more than 6 months. The Secretary would be required to proceed as rapidly as practicable with construction of the plants. He would be required to keep complete and accurate records with respect to cost and performance data and make such data available to the public at periodic intervals. The Secretary would be authorized to accept financial and other assistance from States or public agencies and to cooperate otherwise with such States and agencies in carrying out the program.

The program would be terminated 7 years after enactment and the plants disposed of at that time.

#### COMMITTEE'S CONCLUSIONS

The committee concludes that with the Nation's rapidly growing population and expanding industrial and agricultural needs for water there is an urgent need for finding additional fresh-water sources. Although it is recognized that our first obligation is to make better and more efficient use of the natural sources of water available, we must prepare for the time when, even with maximum conservation measures, our natural sources are either exhausted or the distances for exportation are too great. The committee believes that the matter of developing economical sea and brackish water conversion processes is one of urgency and should be expedited so far as possible. The committee believes that the demonstration-plant phase of the program authorized by this legislation will assist in meeting this objective and will advance the time when salt and saline water conversion will be competitive with other sources of supply.

#### STATEMENT OF DEPARTMENT'S VIEWS

The views of the Department of the Interior on this legislation are expressed in the statement of Assistant Secretary Aandahl which follows:

STATEMENT OF ASSISTANT SECRETARY OF THE INTERIOR  
FRED G. AANDAHL BEFORE THE SUBCOMMITTEE ON  
IRRIGATION AND RECLAMATION, HOUSE INTERIOR AND  
INSULAR AFFAIRS COMMITTEE, JULY 14, 1958

Under date of March 19, 1958, the Department of the Interior with Bureau of the Budget approval reported to the Senate committee expressing its views on Senate Joint Resolution 135 and S. 3770. From that report I quote:

"It is evident that the task of developing economically feasible saline water conversion processes provides one of the great challenges to American science. It is equally evident that the successful attainment of the objectives of this Department's saline water program will ultimately serve the expanding populations and new industrial empires of the world as few other achievements can do. Within our country, 21 of the 48 States border on the seacoast, and

contain more than 55 percent of our population and 65 percent of our industries. Furthermore, the scarce remaining supplies of fresh water in many of our inland areas can be augmented very substantially if the brackish waters there can be desalted economically. Both in America and elsewhere, successful processes for conversion of sea or brackish waters could render many water-poor areas productive and prosperous.

"Certainly the present program of research and development being carried out by the Office of Saline Water of this Department shows what can be done in this field and points the way to future potentialities of a continuing and broader effort. \* \* \* A good deal of laboratory study and research has already taken place and much progress has been made. We now have reached a point where several processes have been developed to the small-pilot-plant stage and should soon enter the medium-pilot-plant phase. In addition, one or two other processes which were already in commercial use in 1952, even though they involved high cost operations, have been improved by their manufacturers. The Office of Saline Water of this Department is fully familiar with these processes and their potentialities.

"From all of this, it is quite evident that the program initiated upon the passage of the 1952 act has now reached the stage where, as the next logical step, some sponsored research should be moving into more and more pilot-plant testing. \* \* \* Senate Joint Resolution 135 speaks in terms of a 'demonstration plant.' As we interpret the phrase, not only in the sense in which it applies to scientific research and development programs but also in the possible understanding of the public, a 'demonstration' plant would refer to any process which has been fully proven in all respects as the probable final development of the process and is ready to be demonstrated to the public as a final product. In contrast to this, the term 'pilot plant' is generally considered to be a research facility with which further experimentation may be conducted in order to further improve the particular process.

"In view of all of the considerations herein discussed, it is our opinion that the Department may continue to proceed in this work in an orderly fashion and continue with the phase of pilot-plant development under existing authority without the enactment of further legislation such as Senate Joint Resolution 135 and S. 3770. At the very most it would appear that at some time in the future the status of the program may require an amendment of section 8 of the act so as to permit the undertaking of development activities which may extend beyond the time now permitted or which may require the appropriation of funds in excess of the present total authorization.

"In the event the Congress should see fit to enact further legislation specifically authorizing pilot-plant operations, we suggest that such legislation should refer only to pilot plants and not to demonstration plants, and that the Secretary of

the Interior should be authorized to determine where such plants should be located, when they shall be constructed, and what processes should be developed further by such activity."

Senate Joint Resolution 135, as amended and passed by the Senate, embodies many suggestions made by the Department of the Interior at the Senate hearings. It has merit and with a few amendments can be pursued to advantage if the stipulation of section 4 of the bill is fully effective and this new function does not detract from the urgently needed expansion of the research and development work under our presently authorized program now dependent on availability of additional funds.

If Senate Joint Resolution 135 is to be enacted, I suggest the following amendments:

1. On page 3 of the bill in line 5, after the word "five", insert the word "experimental". In that same line, after the word "plants", insert the words "in which there will be advanced phases of pilot plant testing".

Fortunately the bill contains a definition of "demonstration plants" in which there is some indication that their purpose is for further development of economic and engineering potentials. The term "demonstration" alone, however, carries a connotation that the plant represents the ultimate state of perfection in a given process. In order to make the meaning fully clear to the public and to those who are working with the program, it is advisable that the word "demonstration" either be qualified as I have suggested or be replaced by the term "pilot plants".

2. The sentence beginning in the last part of line 12, page 3, should be rewritten to read "a decision with respect to the process to be utilized first in such five plants shall be made by the Secretary within six months after the date of the approval of this joint resolution and at least one additional each six months thereafter, and the construction of such plants shall proceed as rapidly thereafter as practical."

3. In line 19, page 4, the expression "Territorial possessions" should be changed to "Territories and island possessions."

4. In line 25, page 5, change the word "five" to "eight" and in line 1, page 6, change "5-year" to "8-year."

The short period of 6 months for making a decision on all 5 plants is unrealistic. Any quick decision within that limited time would require snap judgment and could not result in the most productive use of public funds, if the selection of processes can be spread out over an approximately 2½-year period, I am sure we can expect much more effective results in accomplishing the desired purpose of ways and means of converting water at the lowest possible cost. If the period during which the Secretary is to select the first



five plants is extended, similarly, the period before which they are to be disposed of should also be extended. That is the reason for suggesting the 5-year period be changed to 8 years.

#### COMMITTEE'S RECOMMENDATIONS

The Committee on Interior and Insular Affairs recommends enactment of Senate Joint Resolution 135, as amended.



Union Calendar No. 1004

85TH CONGRESS  
2D SESSION

# S. J. RES. 135

[Report No. 2450]

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IN THE HOUSE OF REPRESENTATIVES

JUNE 11, 1958

Referred to the Committee on Interior and Insular Affairs

AUGUST 5, 1958

Reported with amendments, committed to the Committee of the Whole House  
on the State of the Union, and ordered to be printed

[Omit the part struck through and insert the part printed in italic]

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## JOINT RESOLUTION

Providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

Whereas official Government reports show unmistakably that the United States population is multiplying at a rate which by 1980 will triple the demand for supplies of fresh water, which if not available will adversely affect the national defense by jeopardizing the economic welfare and general well-being of vast segments of the population of the United States, as well as the population of some of our Territorial possessions; and

Whereas many cities, towns, and rural areas are already confronted by shortages of potable water that imperil health; and

Whereas the expanding population, industry, and agriculture of the United States are becoming increasingly dependent upon an assured augmented supply of fresh water while the future welfare and national defense of the United States rest upon increased sources of fresh water; and

Whereas research by governmental agencies, educational institutions, and private industry has brought about the evolution, on a limited scale, of methods of desalting sea water and the treatment of brackish water which give promise of ultimate economical results; and

Whereas the United States Government has the responsibility, along with safeguarding the national defense, and protecting the health, welfare, and economic stability of the country, to transform these experiments into production tests on a scale not possible of achievement otherwise; and

Whereas the Congress recognized its responsibility in this field by the enactment in 1952 of the Saline Water Act (66 Stat. 328), reaffirmed its position by the amendments to such Act in 1955 (69 Stat. 198); and the legislative history of such Acts reveals that the Congress recognized even then that the time had arrived for tackling the problem more realistically and effectively, but unfortunately the program was limited to such an extent that concrete results are not possible of attainment under the provisions of existing legislation; and

Whereas the Congress now finds it is in the national interest to demonstrate, with the least possible delay, in actual production tests the several optimum aspects of the construction, operation, and maintenance of sea water conversion and brackish water treatment plants: Now, therefore, be it



*Resolved by the Senate and House of Representatives  
of the United States of America in Congress assembled,  
That (a) the Secretary of the Interior shall, pursuant to  
the provisions of the Act of July 3, 1952, as amended (42  
U. S. C. 1951-1958), and in accordance with this joint  
resolution, provide for the construction, operation, and main-  
tenance of not less than five experimental demonstration  
plants for the production, from sea water or brackish water,  
of water suitable for agricultural, industrial, municipal, and  
other beneficial consumptive uses. Such plants shall be de-  
signed to demonstrate the reliability, engineering, oper-  
ating, and economic potentials of the sea or brackish  
water conversion processes which the Secretary shall select  
from among the most promising of the presently known  
processes, and each plant shall demonstrate a different  
process. A decision with respect to the processes to be  
utilized in such plants shall be made by the Secretary within  
six months after the date of approval of this joint resolution,  
and the construction of such plants shall proceed as rapidly  
thereafter as is practicable. A decision with respect to the  
process to be utilized in the first of these five plants shall be  
made by the Secretary within six months after the date of  
approval of this joint resolution and decisions with respect*

1 *to the processes to be utilized in the other plants shall follow*  
2 *at intervals of not more than six months, and the construc-*  
3 *tion of such plants shall proceed as rapidly as is practicable.*

4 (b) The construction of the demonstration plants re-  
5 ferred to above shall be subject to the following conditions:

6 (1) Not less than three plants shall be designed for the  
7 conversion of sea water, and each of two plants so designed  
8 shall have a capacity of not less than one million gallons  
9 per day;

10 (2) Not less than two plants shall be designed for the  
11 treatment of brackish water, and at least one of the plants  
12 so designed shall have a capacity of not less than two  
13 hundred and fifty thousand gallons per day; and

14 (3) ~~Such~~ *The sea water conversion* plants shall be  
15 located in the following geographical areas with a view to  
16 demonstrating optimum utility from the standpoint of reliable  
17 operation, maintenance, and economic potential—

18 (A) At least one plant which is designed for the  
19 conversion of sea water shall be located on the west  
20 coast of the United States, and at least one plant so  
21 designed shall be located on the east coast or gulf coast  
22 of the United States; *and*

23 ~~(B)~~ at least one plant which is designed for the  
24 treatment of brackish water shall be located in the area  
25 generally described as the Northern Great Plains, and

1 at least one plant so designed shall be located in the  
2 arid areas of the Southwest; and

3 ~~(C)~~ (B) one plant which is designed for the con-  
4 version of sea water shall be located in the Virgin  
5 Islands or some other ~~Territorial possession~~ *Territory*  
6 *or island area* of the United States, as determined by  
7 the Secretary of the Interior, with a view to providing  
8 potable water ~~and/or additional electric power~~.

9 (c) As used in this joint resolution, the term "demon-  
10 stration plant" means a plant of sufficient size and capacity  
11 to establish on a day-to-day operating basis the optimum at-  
12 tainable reliability, engineering, operating, and economic po-  
13 tential of the particular sea water conversion process or the  
14 brackish water treatment process selected by the Secretary of  
15 the Interior for utilization in such plant.

16 SEC. 2. The Secretary of the Interior shall enter into a  
17 contract or contracts for the construction of the demonstration  
18 plants referred to in the preceding section, and the Secretary  
19 shall enter into a separate contract or contracts for the opera-  
20 tion and maintenance of such plants. Any such operation  
21 and maintenance contract shall provide for the compilation  
22 by the contractor of complete records with respect to the  
23 operation, maintenance, and engineering of the plant or  
24 plants specified in the contract. The records so compiled



1 shall be made available to the public by the Secretary at peri-  
2 odic and reasonable intervals with a view to demonstrating  
3 the most feasible existing processes for desalting sea water  
4 and treating brackish water. Access by the public to the  
5 demonstration plants herein provided for shall be assured dur-  
6 ing all phases of construction and operation, subject to such  
7 reasonable restrictions as to time and place as the Secretary  
8 of the Interior may require or approve.

9       *SEC. 3. The Secretary is authorized to accept financial*  
10 *and other assistance from any State or public agency in con-*  
11 *nection with studies, surveys, location, construction, operation,*  
12 *or other work relating to saline or brackish water conversion*  
13 *problems and facilities for such conversion, and to enter into*  
14 *contracts with respect to such assistance, which contracts shall*  
15 *detail the purposes for which the assistance is contributed.*  
16 *Any funds so contributed shall be available for expenditure by*  
17 *the Secretary in like manner as if they had been specifically*  
18 *appropriated for purposes for which they are contributed, and*  
19 *any funds not expended for these purposes shall be returned*  
20 *to the State or public agency from which they were received.*

21       *SEC. 3 4. The authority of the Secretary of the Interior*  
22 *under this joint resolution to construct, operate, and maintain*  
23 *demonstration plants shall terminate upon the expiration*  
24 *of ~~five~~ seven years after the date on which this joint resolution*  
25 *is approved. Upon the expiration of such ~~five-year~~ seven-*

1 year period the Secretary shall proceed as promptly as prac-  
2 ticable to dispose of any plants so constructed by sale to the  
3 highest bidder, or as may otherwise be directed by Act of  
4 Congress. *Upon such sale, there shall be returned to any*  
5 *State or public agency which has contributed financial as-*  
6 *sistance under section 3 of this Act a proper share of the net*  
7 *proceeds of the sale.*

8 SEC. 4 5. The powers conferred on the Secretary of the  
9 Interior by this joint resolution shall be in addition to and  
10 not in derogation of the authority conferred on the Secretary  
11 by the Act of July 3, 1952, as amended (42 U. S. C.  
12 1951-1958). The provisions of such Act, except as other-  
13 wise provided in this joint resolution, shall be applicable  
14 in the administration of this joint resolution.

15 SEC. 6. *When appropriations have been made for the*  
16 *construction or operation and maintenance of any demonstra-*  
17 *tion plant under this Act, the Secretary may, in connection*  
18 *with such construction or operation and maintenance enter*  
19 *into contracts for construction for materials and supplies,*  
20 *and for miscellaneous services, which may cover such periods*  
21 *of time as he shall consider necessary but in which the liability*  
22 *of the United States shall be contingent upon appropriations*  
23 *being available therefor.*

24 SEC. 5 7. There are hereby authorized to be appropri-  
25 ated such sums, not in excess of \$10,000,000, as may be

1 necessary to provide for the construction of the demonstra-  
2 tion plants referred to in this joint resolution, together with  
3 such additional sums as may be necessary for the operation  
4 and maintenance of such plants, and the administration of  
5 the program authorized by this resolution.

Amend the title so as to read: "Joint resolution providing for the construction of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses."

Passed the Senate June 10 (legislative day, June 9), 1958.

Attest:

FELTON M. JOHNSTON,

*Secretary.*











[Report No. 2450]

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## JOINT RESOLUTION

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Providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

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JUNE 11, 1958

Referred to the Committee on Interior and Insular  
Affairs

AUGUST 5, 1958

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed







August 12, 1958

13. ONION FUTURES. Received the conference report on H. R. 376, to prohibit trading in onion futures in commodity exchanges (H. Rept. 2559). (pp. 15633-34, 15661). As reported the bill "retains onions as a commodity subject to the provisions of the Commodity Exchange Act, thus continuing the authority which the Commodity Exchange Authority has under that act to take action against anyone who shall manipulate or attempt to manipulate the price of onions in the cash market," and "retains the language of the Senate amendment which makes the making of an onion-futures contract a misdemeanor and providing a criminal penalty for such a violation of the act. Thus, in the event that there should be further trading in onion futures, criminal charges could be based directly on the legislation herewith reported, instead of under the provisions of the Commodity Exchange Act."
14. WATER POLLUTION. Concurred in the Senate amendments to H. R. 6701, to grant the consent of Congress to the Tennessee River Basin Water Pollution Control Compact. This bill will now be sent to the President. pp. 15644-45
15. AREA REDEVELOPMENT. The Rules Committee reported a resolution for consideration of S. 3683, to establish an effective program to alleviate conditions of substantial and persistent unemployment in certain economically depressed areas. p. 15660  
Rep. Flood stated that "unemployment persists throughout the land," inserted a table indicating rural areas and labor market areas "suffering from substantial labor surplus," and inserted correspondence urging enactment of legislation for the relief of economically depressed areas. pp. 15652-58
16. PURCHASING; LEASES. A subcommittee of the Government Operations Committee ordered reported H. R. 10565, with amendment, to improve opportunities for small business concerns to obtain a fair proportion of Government purchases and contracts; and S. 3142, to extend the authority to lease out Federal building sites until needed for construction purposes. p. D836
17. PERSONNEL. Passed under suspension of the rules S. 1903, to provide that Presidential appointees who serve specific terms of more than 2 years overseas shall be entitled to travel expenses, the same as other Federal employees, when they return to their place of residence at the end of their tour of duty. pp. 15610-11
18. RESEARCH. Received from the Government Operations Committee a report "pertaining to research and development"; (H. Rept. 2552). p. 15661
19. RECLAMATION. Agreed to S. Con. Res. 113, to request the President to return for technical revision and re-enrollment the enrolled bill. S. 4002, to authorize the Interior Department to operate and construct the Grey Reef Dam and Reservoir as part of the Glendo unit, Missouri River project. p. 15573  
Passed under suspension of the rules S. 4009, to increase the authorization for construction of the Washoe reclamation project, Calif.-Nev. This bill will now be sent to the President. p. 15607  
Passed under suspension of the rules H. J. Res. 585, to authorize studies and a report on service to certain Calif. counties from the Central Valley project. pp. 15608-9
20. SURPLUS PROPERTY. Passed under suspension of the rules H. R. 13673, to amend the Federal Property and Administrative Services Act of 1949 to permit donations of surplus property to volunteer fire-fighting organizations. pp. 15584-90, 15598

21. SALINE WATER. Passed under suspension of the rules S. J. Res. 135, to authorize the Interior Department to construct and operate demonstration plants for the production of water fit for consumption and use from brackish or saline waters. pp. 15598-604

~~Received from the Government Operations Committee its 31st report on the saline water program (H. Rept. 2551). p. 15660~~

22. LEGISLATIVE PROGRAM. Rep. McCormack announced that the following bills will be considered under suspension of the rules Wed., Aug. 13: S. 3333, to facilitate insured loans under Bankhead-Jones Act; H. R. 8002, the accrued expenditures budgeting bill; H. R. 10360, to extend the Mexican farm labor program; and H. R. 13254, the chemical food additive bill. p. 15645

#### ITEMS IN APPENDIX

23. WATER RESOURCES. Sen. Wiley inserted an article, "Agreement Sought for Columbia River Program--United States and Canada Tackle Differences." pp. A7206-7  
Rep. Engle inserted excerpts of a speech he made discussing a "new approach" to water development, "New Federal-State Relationship in Developing California Water Resources." pp. A7209-11

#### BILLS INTRODUCED

24. CONTRACTS. H. R. 13744, by Rep. Hyde, to improve opportunities for small business concerns to obtain a fair proportion of Government purchases and contracts, to facilitate procurement of property and services by the Government; to Government Operations Committee.
25. RIVER BASINS. S. 4266, by Sen. Johnson, Tex., to establish the U. S. Study Commission on the Neches, Trinity, Brazos, Colorado, Guadalupe-San Antonio, Nueces, and San Jacinto River Basins, and intervening areas; to Public Works Committee. Remarks of author. pp. 15665-6
26. FOREIGN AID. S. 4267, by Sen. Javits (for himself and others), to establish a corporation to expand materially the flow of private U. S. investment primarily into the private economies of the less developed areas of the world -- the corporation to be called the World Development Corporation; to Banking and Currency Committee. Remarks of Sen. Javits. pp. 15666-8
27. FOREIGN TRADE. S. 4272, by Sen. Flanders (for himself and others), to establish a Commission on International Trade Agreement Policy; to Finance Committee. Remarks of Sen. Flanders. pp. 15669-70
28. FISCAL PROBLEMS. S. J. Res. 197, by Sen. Bush, to establish a Commission on the long-range fiscal problems of the U. S.; to Finance Committee. Remarks of author. pp. 15670-1
29. APPROPRIATION. S. J. Res. 198, by Sen. Bush, proposing an amendment to the Constitution of the United States to give the President item veto powers over appropriations bills and authorizations to borrow money directly from the Treasury; to Judiciary Committee. Remarks of author. pp. 15671-2

#### BILLS APPROVED BY THE PRESIDENT

30. CIVIL DEFENSE. H. R. 7576, which permits the expansion of the civil defense activities of the Federal Government in order to achieve a more effective total national defense program. Approved August 8, 1958 (Public Law 35-606, 85th Congress).



Section 507 of H. R. 13739 makes it clearly unlawful for a union or its representative to demand or accept unloading fees from interstate truckers. This strikes at a racket in which union officials refuse to permit drivers to proceed to their destination or to unload their trucks unless they pay the officials a fee. S. 3974, in section 609, after prohibiting this kind of shakedown, then adds an anomalous proviso that repeals the very prohibition. The proviso says in effect that union officials may engage in this racket if the truckers agree to pay the fee. The Kearns bill eliminates this proviso.

Section 508: This amends section 302 (c) of the Labor-Management Relations Act to permit employer payments to trust funds for pooled vacation benefits, or apprentice or other employee training programs. This provision is designed to remove doubts as to the propriety of such payments. Section 609 of S. 3974 contains a similar clause but limits its application to the building and construction industry. We see no reason why such payments should not be equally permissible in other industries, and H. R. 13739 so provides.

Section 509 (a): This gives substantial effect to one of the President's recommendations by plugging loopholes in section 8 (b) (4) and section 303 (a) of the Taft-Hartley Act, both of which deal with boycotts and jurisdictional strikes.

The present statute provides that it is unlawful for a union to induce or encourage "employees of any employer" to engage in strike or concerted refusal to do their work for one of the forbidden objects listed in section 8 (b) (4), such as to force their employer to cease doing business with a primary employer. Since farm laborers, railway labor, and supervisors are not employees within the meaning of the act, unions may now with impunity induce them to engage in secondary boycotts. The Kearns bill corrects this by changing the word "employees" in the phrase quoted above to "any individual employed by any person."

Since the present statute forbids inducing employees to engage in a strike or concerted refusal to do their work, the courts have held that unions may induce employees one at a time to engage in secondary boycotts. By changing "employees" to "any individual" and omitting the word "concerted," the Kearns bill closes this loophole.

The courts also have held that, while a union may not induce employees of a secondary employer to strike for one of the forbidden objects, they may threaten the secondary employer, himself, with a strike or other economic retaliation in order to force him to cease doing business with a primary employer with whom the union has a dispute. The Kearns bill makes such coercion unlawful. It also makes it unlawful for unions to coerce employers into agreements that they will not do business with other persons.

Section 509 of the Kearns bill carries out one additional recommendation of the Administration with respect to boycotts. It makes the secondary boycott

prohibitions inapplicable to so-called struck or farmed-out work. It permits a lawful strike or refusal to work directed against a secondary employer who has agreed to perform work for a primary employer—where the primary employer cannot do the work himself because his own employees, who would ordinarily do the work are on strike. Additionally, it is required that the strike against the primary employer must be lawful, and must not be in violation of a collective-bargaining agreement. It must also be ratified or approved by a representative of the employees whom the primary employer is required by law to recognize.

Section 509 (b). This amends section 303 (a) of the Taft-Hartley Act to conform with the foregoing changes in section 8 (b) (4) of the National Labor Relations Act.

Section 510. This, in the same language as section 610 of the Senate bill, provides for the separability of any provisions of the act that may be held to be invalid.

Mr. RHODES of Arizona. Mr. Speaker, will the gentleman yield?

Mr. KEARNS. I yield.

Mr. RHODES of Arizona. Mr. Speaker, the bill just introduced by the gentleman from Pennsylvania fills the wide and yawning legal gap left in the field of labor-management legislation by the so-called Kennedy-Ives bill.

The measure approved by the other body constitutes a weak appeasement of the much-victimized public generally and the workman in particular.

Where specific language would have accomplished the purpose sought, it lapsed into weasel words and evasions; where stringent enforcement was called for, it was lax and subservient to the desires of labor bosses, where the welfare of the entire Nation was at stake, it skipped a paragraph.

The gentleman's bill has corrected these oversights and omissions.

Although it was framed to deal with the same subject, it is strong and specific where the Kennedy-Ives bill is weak and vague.

An examination of the provisions dealing with union elections, trusteeships, organizational picketing, and embezzlement of union funds will reveal the razor-sharp differences between these two bills.

I do not believe there is anyone in this body who feels seriously that the Kennedy-Ives bill, with its unconstitutional restriction on free speech and its classification as unfair to many of the legitimate practices of management, should become law without amendment.

In addition, the Kennedy-Ives bill completely ignores most of the vital areas in labor-management relationship where legislation is required.

The measure introduced by the gentleman from Pennsylvania, however, offers a constructive and strong correction of these many vagaries and oversights.

It specifically bans blackmail picketing, a practice tacitly condoned in the Senate-approved bill.

It sets forth inflexible regulations governing the secondary boycott, which

also has been slighted in the other measure.

It necessitates honesty in the handling of union funds.

It eliminates the "no man's land" in labor cases whose jurisdiction has been at question so long.

In brief, the bill just introduced takes the generally acceptable provisions of the Kennedy-Ives measure and puts them into enforceable language, and covers all the important areas ignored by the Senate bill.

This bill answers the plea made by the President in requesting comprehensive legislation several months ago.

The Kennedy-Ives bill does not.

There have been many indications in the past few weeks, both on and off this floor, that an attempt will be made to bring the Senate-approved measure to the floor under a suspension of the rules.

Such an action, the public is now aware, would mean certain defeat and a denial of the needs of the American people by this Congress.

The measure introduced by the gentleman from Pennsylvania affords this body the opportunity to approve a sensible and acceptable bill which may answer these needs.

In conclusion, I wish to thank the gentleman for introducing this vitally needed bill.

Its overwhelming acceptance would be an endorsement and approval of the wishes expressed so vigorously by the American people.

Mr. KEARNS. I thank the gentleman.

(Mr. RHODES of Arizona asked and was given permission to revise and extend his remarks.)

Mr. BYRNE of Illinois. Mr. Speaker, will the gentleman yield?

Mr. KEARNS. I yield.

Mr. BYRNE of Illinois. As a Representative of the Third District of Illinois, and as the son of a father who for 31 years was a member of Local No. 9, I. B. of E. W., back in the Sam Gompers era, I would like to associate myself with the remarks of the gentleman from Pennsylvania and the gentleman from Arizona. Recalling the fine work that the gentleman from Pennsylvania has done over a long period of time and realizing that he has been an expert in this field, I agree with him that the Congress of the United States should not adjourn until the problems such as he has outlined in the bill he introduced today are corrected. In the Third District of Illinois, I circulated a questionnaire not too long ago. That questionnaire went to an overall representation of the people of that district.

Mr. KEARNS. Yes, I saw it.

Mr. BYRNE of Illinois. The returns from that questionnaire were astounding. Some 80 percent of the people in my district are seeking the relief outlined by the gentleman from Pennsylvania.

Mr. KEARNS. I thank the gentleman.

Mr. HALLECK. Mr. Speaker, will the gentleman yield?

Mr. KEARNS. I yield.

Mr. HALLECK. I, too, want to commend the gentleman from Pennsylvania



for the introduction of this bill and for his explanation of it. I trust that a further analysis may be put in the RECORD so that all may understand what it is about. It deals with a matter that is certainly important, and if we are to consider it, then the gentleman's bill certainly should be worthy of consideration. I might say also, affirming what the gentleman from Arizona [Mr. RHODES] said, as I understand it the bill introduced by the gentleman follows substantially the recommendations of the Secretary of Labor and the President of the United States transmitted to the Congress.

Mr. KEARNS. That is correct.

(Mr. KEARNS asked and was given permission to revise and extend his remarks.)

Mr. McCORMACK. Mr. Speaker, I have no further requests for time.

The SPEAKER. The question is: Will the House suspend the rules and pass the bill?

The question was taken; and (two-thirds having voted in favor thereof), the rules were suspended and the bill was passed.

A motion to reconsider was laid on the table.

#### SALINE WATER PROGRAM

Mr. ASPINALL. Mr. Speaker, I move to suspend the rules and pass the joint resolution (S. J. Res. 135) providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, as amended.

The Clerk read as follows:

Whereas official Government reports show unmistakably that the United States population is multiplying at a rate which by 1980 will triple the demand for supplies of fresh water, which if not available will adversely affect the national defense by jeopardizing the economic welfare and general wellbeing of vast segments of the population of the United States, as well as the population of some of our Territorial possessions; and

Whereas many cities, towns, and rural areas are already confronted by shortages of potable water that imperil health; and

Whereas the expanding population, industry, and agriculture of the United States are becoming increasingly dependent upon an assured augmented supply of fresh water while the future welfare and national defense of the United States rest upon increased sources of fresh water; and

Whereas research by governmental agencies, educational institutions, and private industry has brought about the evolution, on a limited scale, of methods of desalting sea water and the treatment of brackish water which give promise of ultimate economical results; and

Whereas the United States Government has the responsibility, along with safeguarding the national defense, and protecting the health, welfare, and economic stability of the country, to transform these experiments into production tests on a scale not possible of achievement otherwise; and

Whereas the Congress recognized its responsibility in this field by the enactment in 1952 of the Saline Water Act (66 Stat. 328), reaffirmed its position by the amendments to such act in 1955 (69 Stat. 198); and the legislative history of such acts reveals that the Congress recognized even then that the time had arrived for tackling the prob-

lem more realistically and effectively, but unfortunately the program was limited to such an extent that concrete results are not possible of attainment under the provisions of existing legislation; and

Whereas the Congress now finds it is in the national interest to demonstrate, with the least possible delay, in actual production tests the several optimum aspects of the construction, operation, and maintenance of sea water conversion and brackish water treatment plants: Now, therefore, be it

*Resolved, etc., That* (a) the Secretary of the Interior shall, pursuant to the provisions of the act of July 3, 1952, as amended (42 U. S. C. 1951-1958), and in accordance with this joint resolution, provide for the construction, operation, and maintenance of not less than five experimental demonstration plants for the production, from sea water or brackish water, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses. Such plants shall be designed to demonstrate the reliability, engineering, operating, and economic potentials of the sea or brackish water conversion processes which the Secretary shall select from among the most promising of the presently known processes, and each plant shall demonstrate a different process. A decision with respect to the process to be utilized in the first of these 5 plants shall be made by the Secretary within 6 months after the date of approval of this joint resolution and decisions with respect to the processes to be utilized in the other plants shall follow at intervals of not more than 6 months, and the construction of such plants shall proceed as rapidly as is practicable.

(b) The construction of the demonstration plants referred to above shall be subject to the following conditions:

(1) Not less than 3 plants shall be designed for the conversion of sea water, and each of 2 plants so designed shall have a capacity of not less than 1 million gallons per day;

(2) Not less than 2 plants shall be designed for the treatment of brackish water, and at least 1 of the plants so designed shall have a capacity of not less than 250,000 gallons per day; and

(3) The sea water conversion plants shall be located in the following geographical areas with a view to demonstrating optimum utility from the standpoint of reliable operation, maintenance, and economic potential—

(A) At least 1 plant which is designed for the conversion of sea water shall be located on the west coast of the United States, and at least 1 plant so designed shall be located on the east coast or gulf coast of the United States; and

(B) one plant which is designed for the conversion of sea water shall be located in the Virgin Islands or some other Territory or island area of the United States, as determined by the Secretary of the Interior, with a view to providing potable water.

(c) As used in this joint resolution, the term "demonstration plant" means a plant of sufficient size and capacity to establish on a day-to-day operating basis the optimum attainable reliability, engineering, operating, and economic potential of the particular sea water conversion process or the brackish water treatment process selected by the Secretary of the Interior for utilization in such plant.

SEC. 2. The Secretary of the Interior shall enter into a contract or contracts for the construction of the demonstration plants referred to in the preceding section, and the Secretary shall enter into a separate contract or contracts for the operation and maintenance of such plants. Any such operation and maintenance contract shall provide for the compilation by the contractor of complete records with respect to the operation, maintenance, and engineering of the plant or plants specified in the contract. The rec-

ords so compiled shall be made available to the public by the Secretary at periodic and reasonable intervals with a view to demonstrating the most feasible existing processes for desalting sea water and treating brackish water. Access by the public to the demonstration plants herein provided for shall be assured during all phases of construction and operation, subject to such reasonable restrictions as to time and place as the Secretary of the Interior may require or approve.

SEC. 3. The Secretary is authorized to accept financial and other assistance from any State or public agency in connection with studies, surveys, location, construction, operation, or other work relating to saline or brackish water conversion problems and facilities for such conversion, and to enter into contracts with respect to such assistance, which contracts shall detail the purposes for which the assistance is contributed. Any funds so contributed shall be available for expenditure by the Secretary in like manner as if they had been specifically appropriated for purposes for which they are contributed and any funds not expended for these purposes shall be returned to the State or public agency from which they were received.

SEC. 4. The authority of the Secretary of the Interior under this joint resolution to construct, operate, and maintain demonstration plants shall terminate upon the expiration of 7 years after the date on which this joint resolution is approved. Upon the expiration of such 7-year period the Secretary shall proceed as promptly as practicable to dispose of any plants so constructed by sale to the highest bidder, or as may otherwise be directed by act of Congress. Upon such sale, there shall be returned to any State or public agency which has contributed financial assistance under section 3 of this act a proper share of the net proceeds of the sale.

SEC. 5. The powers conferred on the Secretary of the Interior by this joint resolution shall be in addition to and not in derogation of the authority conferred on the Secretary by the act of July 3, 1952, as amended (42 U. S. C. 1951-1958). The provisions of such act, except as otherwise provided in this joint resolution, shall be applicable in the administration of this joint resolution.

SEC. 6. When appropriations have been made for the construction or operation and maintenance of any demonstration plant under this act, the Secretary may, in connection with such construction or operation and maintenance enter into contracts for construction for materials and suppliers, and for miscellaneous services, which may cover such periods of time as he shall consider necessary but in which the liability of the United States shall be contingent upon appropriations being available therefor.

SEC. 7. There are hereby authorized to be appropriated such sums, not in excess of \$10 million, as may be necessary to provide for the construction of the demonstration plants referred to in this joint resolution, together with such additional sums as may be necessary for the operation and maintenance of such plants, and the administration of the program authorized by this resolution.

Amend the title so as to read: "Joint resolution providing for the construction of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses."

The SPEAKER. Is a second demanded?

Mr. RHODES of Arizona. Mr. Speaker, I demand a second.

The SPEAKER. Without objection, a second will be considered as ordered.

There was no objection.

Mr. ASPINALL. Mr. Speaker, I yield myself such time as I may require.



(Mr. ASPINALL asked and was given permission to revise and extend his remarks.)

Mr. ASPINALL. Mr. Speaker, this bill and the four which follow come from the Committee on Interior and Insular Affairs. They are important bills; they are not difficult of understanding, but they do not lend themselves to that category of bills which can be considered by unanimous consent.

This particular legislation was introduced in the House by the following gentlemen from California: Messrs. ENGLE, KING, TEAGUE, HOLFIELD, WILSON, and ROOSEVELT, and by the gentleman from Arizona [Mr. RHODES].

Mr. Speaker, the authority contained in this legislation is the next logical step in this Nation's efforts to find economically feasible processes for converting sea water or other saline water to water suitable for municipal, industrial, and agricultural uses. Enactment of this joint resolution would supplement the basic research program authorized and initiated in 1952 by authorizing the construction of at least 5 experimental saline water conversion demonstration plants. Amendments recommended by the Committee are to make the legislation and program more workable, and for clarification.

Historically, the United States has enjoyed a relative abundance of fresh water of good quality. This plentiful supply of water has been a basic factor in shaping our patterns of water use and in creating our immense industrial and agricultural wealth. However, in recent years our rapidly growing population, expansion of our industries, and the expanding agricultural use of water have increased tremendously the demands for large quantities of fresh water, and this has placed a severe drain on the water resources in certain areas of the Nation. The sources of water on which we normally rely are gradually being exhausted and there is an urgent need for finding additional fresh water sources before critical shortages develop on a nationwide basis.

The basic saline water conversion program was authorized in 1952, and was extended in 1955. As research and study of various conversion processes continues it becomes more and more evident that converted sea or saline water will be very costly for a long time, and that the best we can expect from conversion processes in the near future is to meet the most pressing municipal and industrial needs in those areas where the existing water sources are being exhausted or where the distances for importation are very great. There is no indication of any major breakthrough or sudden advances in technology which might bring about large reductions in the cost of conversion, and, therefore, if the overall research program is to move forward it is necessary that the more promising processes developed to date be tested and evaluated by the construction of experimental demonstration plants. Only in this way can we look to gradual cost reductions through improvement in efficiency, reductions in capital and operating costs, etc. This demonstration plant phase of

the program would supplement and be in addition to the continuing basic research program.

The program authorized by Senate Joint Resolution 135 would be for a 7-year period. The Secretary of the Interior would be authorized to construct not less than five experimental demonstration plants. Three of the 5 would be designed for conversion of sea water and 2 would be designed for the treatment of brackish water. Two of the sea water conversion plants would have a capacity of not less than 1 million gallons per day and one of the plants for treatment of brackish water would have a capacity of not less than 250,000 gallons of water per day. One of the sea water conversion plants would be located on the west coast, 1 on the east or gulf coast, and 1 in a Territory or island area. The locations of the brackish water conversion plants are not set out in the legislation. The Secretary would be authorized to accept financial and other assistance from States or public agencies and to cooperate otherwise in this program, in order that there may be a united effort by the Federal Government, States and local agencies and private industry in meeting the objectives of the program. The language in this resolution requires the Secretary to proceed as rapidly as possible with the construction and evaluation of these demonstration plants, and \$10 million is authorized to be appropriated for the 7-year program.

In summary, let me say that this Nation must find additional fresh water sources if it is to avert critical water problems in the future. Although it is recognized that our first obligation is to make better and more efficient use of the natural sources of water presently available we must prepare for the time when even with maximum conservation measures, our natural water sources are either exhausted or the distances for importation are too great. Our efforts to find economically feasible saline water conversion processes must be expedited to the greatest practicable extent and the authorization for the construction of these experimental demonstration plants is the next logical step in meeting this objective.

May I advise the House that this legislation has the approval of the Department and of the Bureau of the Budget.

Mr. NICHOLSON. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman from Massachusetts.

Mr. NICHOLSON. Has this proposition been in the Congress before?

Mr. ASPINALL. No.

Mr. NICHOLSON. Was there not something in here last year or the year before to take care of or attempt to take care of some brackish lakes in the western part of the country that we did not know about? I think we had a report on it.

Mr. ASPINALL. The gentleman is correct in his memory, in that we have treated with this subject but not with this legislation. We authorized several years ago a research program for this activity. There is in the city of Boston and has been since a research program

and research operation that have been authorized in an effort to try to find a process by which we could convert saline waters to municipal or industrial-use waters. We have reached that place in the program where it is thought that experimental demonstration plants are necessary. This is not a program where you can find the answers by test-tube operations. They, as usual, were necessary in the first part of this activity. But now we want to get into the experimental operation of a demonstration plant where we can find out whether or not we can have economic feasibility in this field on a larger scale.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman from Iowa.

Mr. GROSS. Why must there be five demonstration plants?

Mr. ASPINALL. The 5 demonstration plants are the desire of those who are working with the program so that we may have three plants for the purpose of taking care of research and experimental work on a demonstration plant level for conversion of sea water and 2 for the conversion of brackish waters.

I know what the gentleman has in his mind on this matter, and, may I say to him that there are many different processes proposed for this activity. This bill will permit, and the legislation as written by the committee makes it necessary, that we have different processes being studied in the different demonstration plants.

Mr. GROSS. I cannot understand why there must be five demonstration plants. Sea or salt water is the same pretty much the world over, is it not?

Mr. ASPINALL. Yes, but the treatments in these particulars are different. Others will advise the gentleman as to the different processes that are being developed and are possible of use in this program.

Mr. GROSS. The \$10 million provided for in this bill is not the total expense, is it?

Mr. ASPINALL. Local communities and States would have the right to come in and make their donations.

Mr. GROSS. But the bill states that administration and maintenance of the plants will be an additional expense.

Mr. ASPINALL. After all, you have to maintain and operate these plants in order to find a process.

Mr. HOSMER. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman from California.

Mr. HOSMER. In further answer to the question asked by the gentleman from Iowa, regarding the number of plants, the conditions on the east coast and the west coast and in areas outside the continental United States are very different, and the plants will have to be adapted to those conditions. Likewise the brackish water conditions, which a particular plant is erected for, are varied in different parts of the country. Consequently, if this is to be a meaningful program, it must be large enough to include these variations of conditions.



Mr. ASPINALL. The gentleman is correct.

Mr. RHODES of Arizona. Mr. Speaker, I yield 2 minutes to the gentleman from Nebraska [Mr. MILLER].

Mr. MILLER of Nebraska. Mr. Speaker, there is an old, old saying that when you are thirsty, water is worth what it costs. Certainly, water is the lifeblood of many areas where water is short. The bill before us has for its purpose the making or experimenting with the processes of making potable water, drinking water, out of sea water and out of brackish water. This program was started in 1952. There are a number of experimental research programs being carried on at the university level. A number of processes have been developed. We are not quite sure what process might be best. At the Massachusetts Institute of Technology, the membrane process has produced good results. It is estimated that among the 48 States 21 have access to sea water, and those 21 States contain about 55 percent of the population and 65 percent of the industries of the United States. Many of these areas have a water shortage condition, and it is my considered judgment, Mr. Speaker, that the House today is acting upon a very important segment of activity as far as the well-being of future generations is concerned. I believe that what we do here today future generations may well remember; that we started a program, if you please, of research in the methods of making potable water out of sea water. In fact, there are 1 or 2 processes now that I think are capable of producing sufficient drinking water out of salt water to supply cities of several hundred thousand population, and well within the range of their paying for those costs.

Mr. Speaker, I hope that this legislation will be adopted.

Mr. RHODES of Arizona. Mr. Speaker, I yield 3 minutes to the gentleman from California [Mr. McDONOUGH].

Mr. McDONOUGH. Mr. Speaker, I am very happy to find the Committee on Interior and Insular Affairs reporting this bill to the House for action. I have been interested in this legislation since 1948. I have introduced 3 bills to accomplish the purposes that are set out in this bill.

I am glad to see that there are five demonstration plants provided for in this bill so that we can test the various methods in various geographical locations for the conversion of sea water and brackish water for useful purposes. So far as the cost is concerned, the bill provides for the authorization of \$10 million. If we can find a suitable, feasible, economical method for accomplishing this for \$10 million, it is a very cheap price, because southern California alone spent \$220 million to bring water from the Colorado River to southern California, and that does not include the maintenance of those lines from the Colorado River to the reservoirs in southern California which supply our water needs. We on the West Coast, especially in California, realize very vitally the

need for an unlimited supply of water. We are being overrun with an increase in population that is absorbing our water supply to the point that we, if the population continues to increase, will have to almost ration the amount of water available in southern California. We are at the present time in a controversy with the northern part of the State of California as to how water from northern California shall be delivered to southern California. In other words, water is very vital to California, and if this bill will provide a feasible, economical means of producing potable water from the ocean or from brackish water it will be a great boon to the economy and the health and welfare of all of the people in the United States.

Mr. NICHOLSON. Mr. Speaker, will the gentleman yield?

Mr. McDONOUGH. I yield to the gentleman.

Mr. NICHOLSON. Are there any brackish lakes in California or Arizona or in the West or Southwest?

Mr. McDONOUGH. Yes; in Death Valley where there are salt water deposits, and I doubt very much that there would be any attempt to convert those into fresh water by this method.

Mr. NICHOLSON. What is the term "brackish water" put in the bill? Certainly we have no brackish water here on the east coast.

Mr. McDONOUGH. Perhaps the gentleman from Arizona [Mr. RHODES] a member of the committee could answer that question.

Mr. RHODES of Arizona. Mr. Speaker, the reason it is in the bill is that so much of the underground water in the West is brackish, the percentage of salt is higher than the limit for potability. Actually, the main reason for the term "brackish" being included is not that there are lakes that are brackish or surface water that is brackish, but because of the underground water which cannot be used because of its salt content.

Mr. McDONOUGH. Let me read the following from the committee report which outlines the purpose, need, and cost of this vital project:

#### PURPOSE

This legislation would authorize the construction of not less than five experimental demonstration plants for the conversion of sea water and brackish water to water suitable for municipal, industrial, agricultural, and other beneficial uses. It would expand the existing authority of the Secretary of the Interior for basic research and move the saline water research program into the demonstration-plan phase. The basic research program authorized by the Saline Water Act of 1952, as amended, would be continued.

#### NEED

Our rapidly growing population, expansion of our industries, and the expanding agricultural use of water have increased tremendously the demands for large quantities of fresh water. This continuing growth and expansion has placed a severe drain on our water resources in certain areas, and there is rapidly developing an acute shortage of water in many parts of the United States. The sources of water on which we normally rely are gradually being exhausted and, through use and reuse, the supplies from

these sources are being contaminated. There is an urgent need of finding additional fresh water sources.

While the basic research program being carried out under existing authority assures that research and development investigation will continue, we have reached the point where authority to construct demonstration plants is clearly needed if the overall program is to move forward. It is only by a demonstration plant program that we can obtain cost and performance data and look to gradual cost reductions through improvement in efficiency, reductions in capital and operating costs, etc. Since there is no indication of any major breakthrough or sudden advances in technology which might bring about large reductions in the cost of conversion, the most promising processes on which basic research has been completed should move forward into the demonstration-plant phase.

#### COST

This legislation authorizes the appropriation of not to exceed \$10 million for the construction of demonstration plants plus the funds necessary to operate the plants and administer the program. The cost of individual plants will depend upon their size and type and the process involved. The legislation includes language to permit financial participation by States or local agencies and contributions from this source would be in addition to the \$10 million.

Mr. RHODES of Arizona. Mr. Speaker, I yield 1 minute to the gentleman from Massachusetts [Mr. NICHOLSON].

Mr. NICHOLSON. Mr. Speaker, what we should be doing is to study what makes that water brackish as it comes out of the mountains or wherever it comes out of, in the western part of the country.

Mr. RHODES of Arizona. Mr. Speaker, if the gentleman will yield, if the gentleman can find some way to keep the various salts from making water brackish he will have scored a great chemical and engineering breakthrough. We feel that it is much easier to take the salts out of the water than to keep the salts from getting into the water in the first place.

Mr. NICHOLSON. That has been the condition since history began. I am not going to vote against the bill, but I am interested in finding out why these things are being done.

Mr. RHODES of Arizona. I appreciate the gentleman's interest. I may say that this brackish water appears not only in the West, but it occurs in the North and in the East where water tables are low. Throughout the country we find an increasing percentage of salts in the water which comes from underground. This is true not only of the western part of the United States, but it is also true in those parts of the country where the water table has fallen. The gentleman from Massachusetts [Mr. NICHOLSON] is fortunate enough to come from an area where that is not a problem. But it is a problem in other parts of the country.

Mr. NICHOLSON. In States like Minnesota we have lakes and lakes and lakes, with nice, fresh, clean water.

Mr. RHODES of Arizona. If the gentleman could find some way by which we could transport some of those lakes to Arizona, we would both be in business.



Mr. Speaker, I yield to the gentleman from California.

Mr. ROOSEVELT. Mr. Speaker, I think it should be pointed out that this is not just a coastal problem. Actually, in the interior of the country, as in Arkansas and various other areas, this problem exists at the present time and has been the subject of a good deal of State concern; I am referring to this problem of brackish water.

Mr. RHODES of Arizona. Mr. Speaker, I yield 3 minutes to the gentleman from California [Mr. HOSMER].

Mr. HOSMER. Mr. Speaker, it is a happy occasion for a number of people that we have this bill before us today. Particularly that is true for those of us in the arid West who look avidly toward alternate sources of desperately needed water. It is a real accomplishment for the Congress itself, because it affirms Congress' wisdom in establishing the program of research in saline water conservation 5 years ago and which has been carried on so well by the Department of the Interior. The program has produced such a wealth of scientific information and material that today we are ready to proceed from the laboratory stage to the actual demonstration and experimental stage in the production of potable water either out of salt water or out of brackish water.

It may be of interest to the House to know that in these 5 years of research not only have improvements been made in the process of distillation of water that 95 years of work prior to that time had not even approached, but also several new and rather exotic approaches have been discovered that look promising for the accomplishment of purification of water.

Mr. McDONOUGH. Mr. Speaker, will the gentleman yield?

Mr. HOSMER. I yield to the gentleman from California.

Mr. McDONOUGH. The gentleman is a member of the Joint Committee of the House and Senate on Atomic Energy. Are there any studies under consideration at the present time for the use of atomic piles for the conservation of water?

Mr. HOSMER. Although nothing specific has been proposed by this particular piece of legislation, there is a possibility that because a great amount of energy is needed by any conversion process, we will turn to nuclear energy for our power. I have specifically in mind the possibility that the Department of the Interior may look to the National Reactor Test Station at Arco, Idaho, where every day the energy from numerous test reactors is dissipated. This might prove a fruitful location for installing one of the brackish water plants so it could make use of the energy that is there available.

Mr. McDONOUGH. Is not one of the other problems in addition to the fuel source the disposal of the salts that are brought about through the condensation of sea water?

Mr. HOSMER. Yes, indeed. That is a particularly difficult problem except where you are dealing with sea water and the residue can be discharged back into the sea where it disperses fairly

quickly. However, in your brackish water areas you take the salts out in one location and have to run them back into the ground, a highly concentrated salt solution may go down to the next area and contaminate the water there.

Mr. McDONOUGH. But there is an industrial use for those salts?

Mr. HOSMER. Although there is an industrial use for them, further refinement of the residue would probably be necessary to capture them and it might or might not be economically feasible to do it. Another difficulty is the varying types of residue in the solution. However, it may be necessary to do something like this to solve the problem the gentleman mentions of disposing of the wastes without contaminating other water.

(Mr. HOSMER asked and was given permission to revise and extend his remarks.)

Mr. ASPINALL. Mr. Speaker, I yield 1 minute to the gentleman from California [Mr. ROOSEVELT].

Mr. HARRIS. Mr. Speaker, will the gentleman yield?

Mr. ROOSEVELT. I yield to the gentleman from Arkansas.

Mr. HARRIS. Mr. Speaker, I appreciate the gentleman's mentioning the interest of my State of Arkansas in programs of this kind. For example, we have in our State depleted oil fields in South Arkansas, as well as in Louisiana and east Texas and that entire area. I wanted to ask the question if the purpose of this is to make these tests solely for water uses, for drinking purposes, domestic purposes, and so forth.

Mr. ROOSEVELT. No, it is my understanding that the main purpose is to have it for all water purposes, including agricultural.

Mr. HARRIS. And to eliminate pollution and things of that kind in the streams and lakes we have?

Mr. ROOSEVELT. Exactly.

Mr. HARRIS. Our State is vitally interested in this. Certainly we will be interested in following through on it.

I understand these two brackish water research plants are not located by this bill, that the Secretary of the Interior will select the most appropriate locations in the United States for the purpose of making this research study.

Mr. ROOSEVELT. The gentleman is quite correct. The discretion is left to the Secretary, and I presume he will try to find the locations that are most conducive to the broad needs of the situation.

Mr. HARRIS. I thank the gentleman very much.

Mr. ROOSEVELT. Mr. Speaker, this resolution, as the Committee report shows, is similar to legislation I have long worked for. It is important to California but its merits go much further.

Favorable action today on Senate Joint Resolution 135 enable this country to take a long needed step ahead in the vital area of water supply.

During this session of Congress, considerable thought on both sides has been devoted to the feasibility of meeting the problem of inadequate water supplies with converted saline water—either sea or brackish water. It has been demon-

strated to my satisfaction that we are within reach of practical economic methods of desalination.

However, we are not yet at that final point of having developed one or several methods which are certainly capable of producing water on a basis that is in favorable economic position with traditional means of water supply. The only way to reach that point is to direct the construction of these demonstration plants. It is important to make the distinction between the terms pilot plants and demonstration plants. The first have been used primarily in the laboratory as an integral part of the research testing process. They are small scale plants. Demonstration plants, on the other hand, are large plants, capable of producing water at the rate of up to 1 million gallons per day, and duplicate the conditions which are likely to be found in the actual production of water for consumption.

It is apparent that several processes are at the point of development now where further laboratory testing will no longer elicit the kind of information that is necessary if we are to make a real breakthrough in this area. Much vital information on engineering design as well as cost data can only be revealed from a large scale operation. Existing appropriations for the Office of Saline Water are not sufficient to take on these major constructions.

Mr. Chairman, this legislation can have great meaning for this country and for water poor nations all over the world. Ample demonstration for its need exists in my own State of California, which is about to embark on a multi-billion dollar water transport and storage system to meet the needs of the arid southern parts of the State. I am convinced that a part of this need could be met by efficient, economical plants to convert sea water. But the primary goal of economical production of water by this means will never be realized at the present rate of progress. This is still an expensive method of water production, certainly not yet in a favorable competitive position with traditional means of supplying municipalities, industries or agriculture with water. That this is true only adds to the necessity for taking this next step toward developing supplemental water supply means on a scale which will enable us to solve the problem of expense.

Our water consumption in this country is rising at a truly alarming rate. Water consumption in 1955 in this country was at the rate of 11,280 million gallons per day. By 1980, it is estimated that we will require 37 billion gallons per day to meet our water needs. Few of the factors that presently govern water resources will have changed significantly by then. It is therefore clear that new, untapped water sources must be developed. In utilizing and expanding the research that has so far been done by the Office of Saline Water, we will begin to meet the need to develop these new sources.

Much has been said about the impact which sea or brackish water conversion plants can have on our foreign relations. Already such plants are operating in



some parts of the Middle East. On the island of Bahrein in the Persian Gulf, desalting facilities manufactured by a Cambridge, Mass., firm has been turning out 86,400 gallons of pure water a day since 1956 to supply the drinking and cooking needs of a community of 5,000. Moreover, we are not the only country that is working in this area. The Netherlands and the Union of South Africa and Israel are making significant progress. The Soviet Union has indicated considerable interest. In view of the recent technological advances that Russia has made, it is not unreasonable to assume that soon we will be in competition. For the moment, we are ahead. Let us maintain our edge, and improve it, for this is one way in which the United States can demonstrate that her concern is for the people themselves, by being in the forefront of the development of facilities that are practical, workable, and economic to provide water in areas that are water poor, and which coincidentally are areas that are in the most crucial foreign policy position.

Passage of this legislation will help our own water deprived areas. It will help other countries whose development is hindered by lack of adequate water supply. It will restore much of the prestige which we have lost in the battle of technology. The national and international service which can be performed is enormous, and will earn, I am sure, the deserved gratitude of the many diverse peoples who will eventually benefit from our action today.

(Mr. ROOSEVELT asked and was given permission to revise and extend his remarks.)

Mr. ASPINALL. Mr. Speaker, I yield 1 minute to the gentleman from California [Mr. HOLIFIELD].

Mr. HOLIFIELD. Mr. Speaker, I wish to congratulate the committee on bringing out this legislation. It is a very important piece of legislation not only for the State of California, but for every State in the Union because the underground water supply is going down in many of the States and brackish water and saline water are intruding into our underground fresh water supplies.

On January 30, 1958, I introduced an identical bill to the original form of Senate Joint Resolution 135. I believe that the Senate resolution as amended should be passed and I urge the Members of the House to support this vitally important research and development legislation.

(Mr. HOLIFIELD asked and was given permission to revise and extend his remarks.)

Mr. ASPINALL. Mr. Speaker, I yield to the gentleman from California [Mr. KING].

Mr. KING. Mr. Speaker, it is evident that the task of developing economically feasible saline water conversion processes provides one of the great challenges to American scientists and engineers. It is equally evident that the successful attainment of the objectives of the Saline water program will ultimately serve the expanding populations and new industrial empires of the world as few other achievements can do. Both in America and elsewhere, successful proc-

esses for the conversion of sea water could render many water-poor areas productive and prosperous.

I would like to stress the importance of the saline program—particularly in my own area in California on Santa Catalina Island where the need for water is most urgent.

In the report of the Department of the Interior on my bill, H. R. 11405, providing for construction of a full-scale demonstration plant on Santa Catalina Island, Calif., for the production of fresh water from salt water, it was stated: "Among the emerging potentialities of lower cost conversion is the use of low temperature heat derived from nuclear reactions for use in saline water distillation and other conversion plants."

Inasmuch as the major expense item in sea-water conversion is the cost of power or energy, my bill specifically provides that the demonstration plant may be constructed in combination with a steam electric powerplant or a nuclear reactor as the source of thermal energy, if it is determined that such addition will result in the reduction of conversion costs. It also provides for an appropriation of \$10 million, and that the Secretary of the Interior is authorized to negotiate and enter into agreements with the State of California, and other appropriate parties providing for the construction and operation on Santa Catalina Island, Calif., of a full-scale salt-water conversion demonstration plant designed to produce not less than 10 million gallons of fresh water per day, and that the conversion process to be demonstrated shall be selected from the most promising process known for full-scale conversion, and shall be agreed upon by the Secretary and the State of California. On April 15 Assembly Joint Resolution No. 11, was adopted memorializing the Congress of the United States to authorize the Secretary of the Interior to construct a full-scale salt-water conversion demonstration plant in California in cooperation with the State of California. Copy of this resolution is attached for the record.

Santa Catalina Island would be an exceptionally good location to demonstrate the practical use of sea-water conversion as the water could immediately be put to very beneficial use by the city of Avalon, located on the island, to alleviate its acute shortage of water.

Several years ago, Catalina was seriously considered as one of the areas adjacent to Los Angeles to be used for mass evacuation of the coastal population in case of enemy action in the southern California area. A plan was set up by Los Angeles County in connection with the Civil Defense Authority for such use but, mainly due to lack of fresh water on Catalina Island, no further action was taken on this important program.

There is a constant water shortage at Catalina and, for several extended periods within the past 10 years, it has been necessary for the city of Avalon to adopt a water rationing ordinance because of the lack of sufficient fresh water to meet the needs of its permanent population, and its hundreds of

thousands of tourists and vacationers. Just before the recent heavy rains, it was necessary to place the city of Avalon on a 50 percent water rationing basis and if no rainfall had occurred, the city would have been completely without water. For many years the island has been compelled to use salt water for sanitation purposes and fire protection.

The residents of Santa Catalina Island are now paying the highest water rate in the United States and their desperate need for water prevents them from using their very rich soil for agriculture. An increase in their water supply would enable them to produce their own food, which now must be transported from the mainland by boat.

Santa Catalina Island is one of the largest undeveloped recreational areas on the Pacific coast comprising 76 square miles, with a 55-mile coastline of scenic beauty, and it lies within 22 miles of many highly populated cities of southern California. Los Angeles County alone, of which Catalina is a part, contains more population than 40 of the 48 States of the Union, and the lack of fresh water has prevented extensive development of this most important island area.

The small boating industry has an urgent need for the development of a nearby recreational area to provide a destination for the boating public, and as an offshore haven. Small boat operations at the present time support a multi-million-dollar industry in southern California. Evidence of the strong desires of the boating public to utilize Catalina as a place for recreational activities can be shown by the influence which they brought to bear in the cancellation of a Navy lease for a small portion of Catalina 5 years ago. A lease had actually been consummated with the Navy for national defense purposes and the demand and pressure of the boating public caused the Secretary of the Navy to relinquish this location.

For many years, Catalina has been the popular location for seaside youth camps such as Boy Scouts, Girl Scouts, YMCA, church groups, and so forth. The major limiting factor has been the lack of adequate fresh water. If ample water were assured, many more campsites could be established on Catalina to accommodate the tremendous demand in this area for youth camping caused by the increasing scarcity of available campsites on the mainland.

My bill further provides that in recognition of the urgency of finding ways and means of economically converting salt water to fresh water, the negotiations authorized by this act shall be promptly concluded and construction of the demonstration plant shall be undertaken at the earliest possible date.

I am convinced it is time for accelerated action in connection with the saline water program, and believe it of interest that the Maxim Silencer Company of Hartford, Conn., before the Senate committee, submitted a statement to clarify their belief that practical designs exist today with which to produce large size demonstration plants, stating that the time has definitely come to build such plant to prove the practicability of the



idea and to assist in further development.

Since the introduction of my bill, H. R. 11405, the Legislature of the State of California, on March 29, 1958, has further memorialized the Congress of the United States, through the adoption of assembly joint resolution No. 7, to enact legislation substantially as contained in the provisions of my bill, H. R. 11405. I am also attaching a copy of this resolution for the RECORD.

The Congress must take the leadership in the saline water conversion program by providing funds for full-scale demonstration plants that will point the way to a permanent solution of the problem, and your committee is to be commended for its efforts toward this important objective.

**Assembly Joint Resolution No. 7—Relative to a sea water conversion plant on Santa Catalina Island**

Whereas legislation is pending before the Congress of the United States to establish a demonstration plant on Santa Catalina Island, Calif., for the production of fresh water from salt water; and

Whereas in addition to the fact that the location is ideal for such a plant, a serious water shortage on the island would be alleviated; Now, therefore, be it

*Resolved by the Assembly and Senate of the State of California, jointly,* That the Legislature of the State of California respectfully memorializes the Congress and the President of the United States to enact legislation for the purpose stated in this resolution substantially as contained in the provisions of H. R. 11405 by the Honorable CECIL R. KING, Representative, 17th District, California; and be it further

*Resolved,* That the chief clerk of the assembly be hereby directed to transmit copies of this resolution to the President and Vice President of the United States, to the Speaker of the House of Representatives, and to each Senator and Representative from California in the Congress of the United States.

**Assembly Joint Resolution No. 11—Relative to construction of a salt-water conversion demonstration plant**

Whereas the United States Department of the Interior has been conducting research and studies in the field of conversion of sea water; and

Whereas the Department of Water Resources of the State of California and the University of California are pursuing programs of investigation and study of sea-water conversion; and

Whereas it is recognized that the development of a practical process for conversion of sea water would result in large savings to Federal, State, and local agencies and have a beneficial effect on the economy of the Nation and the State; and

Whereas several bills have been introduced in Congress including H. R. 10606, H. R. 11405, and House Joint Resolution 541 authorizing the Secretary of the Interior to enter into an agreement with the State of California providing for the construction and operation of a full-scale salt-water conversion plant in California on a cooperative basis; and

Whereas the construction and operation of a demonstration plant is essential to the development of reliable design criteria and cost data; and

Whereas construction and operation of a demonstration plant in California would be beneficial to this State; and

Whereas committees of the Congress are holding hearings on bills authorizing construction and operation of such demonstration plants: Now, therefore, be it

*Resolved by the Assembly and Senate of the State of California, jointly,* That it is the intent of the Legislature of California to cooperate financially and otherwise with the Federal Government in developing processes for saline-water conversion including the construction and operation of demonstration plants, and to coordinate the programs of the State in the field of sea-water conversion with the programs of agencies of the Federal Government; and be it further

*Resolved,* That Mr. Harvey O. Banks, director of water resources, shall appear before appropriate committees of Congress to present the views of the State of California as expressed herein; and be it further

*Resolved,* That the Legislature of the State of California respectfully memorializes the Congress of the United States to authorize the Secretary of the Interior to construct a full-scale salt-water conversion demonstration plant in California in cooperation with the State of California; and be it further

*Resolved,* That the chief clerk of the assembly be hereby directed to transmit copies of this resolution to the President and Vice President of the United States, to the Speaker of the House of Representatives, and to each Senator and Representative from California in the Congress of the United States.

Mr. RHODES of Arizona. Mr. Speaker, I yield 1 minute to the gentleman from California [Mr. TEAGUE].

Mr. TEAGUE of California. Mr. Speaker, inasmuch as I am one of the sponsors of this legislation, naturally, it has my full support. I congratulate the committee on its good judgment in bringing it out. My hope is that the Secretary of the Interior will demonstrate equally good judgment in selecting some site along 400 miles of the Pacific Ocean which borders my area and which is admirably suited for such a plant.

Mr. RHODES of Arizona. Mr. Speaker, I yield 2 minutes to the gentleman from Iowa [Mr. GROSS].

(Mr. GROSS asked and was given permission to revise and extend his remarks.)

Mr. GROSS. Mr. Speaker, I take this time to ask a question or two. I am still not satisfied with the answer I got as to the necessity for building five plants. This is a very substantial increase over the appropriations heretofore made for this purpose. It is going up from \$2 million to \$10 million. That is an increase of five times. I would like to know why there must be five plants constructed.

Mr. MILLER of Nebraska. Mr. Speaker, will the gentleman yield?

Mr. GROSS. I yield.

Mr. MILLER of Nebraska. I think one reason for five plants listed in the bill is the fact there are probably 5 or 6 different methods of taking salt out of water and the plants will be of various types to determine which process might be the best one and eventually be adopted.

Mr. GROSS. Is it not possible for any one of these plants to work on the various methods?

Mr. MILLER of Nebraska. No.

Mr. GROSS. Is each plant to be confined to one method?

Mr. MILLER of Nebraska. For instance, we have the solar method which is entirely different from the membrane method where you have electrolysis go-

ing on. There are probably 5 or 6 different methods currently being used. There may be more than that in the picture. But, it is to be boiled down to 4 or 5 methods. If you do not have these pilot plants, then you are not able to determine by a process of elimination which might best serve the purpose.

Mr. GROSS. I am still not satisfied.

Mr. ASPINALL. Mr. Speaker, will the gentleman yield?

Mr. GROSS. I am glad to yield to the gentleman.

Mr. ASPINALL. I think I know what the information is that the gentleman is desirous of securing.

May I say there are some 25 or 30 different processes being studied at the present time. They can be broken down into the following separate programs. There is the process of distillation. There are numerous processes which fall in that category. There is the process of freezing the water and securing thereby potable water. There is the membrane process which is the one that is being studied in Cambridge, Mass. There is the process of evaporation and the study of the multiple effects of evaporation. That is the solar process. There are many of these processes, all of which seem to have certain definite values and advantages. It is thought to be impossible to use the same demonstration plant for the different processes.

Mr. GROSS. Then how are you going to accommodate 25 different processes with the five plants?

Mr. ASPINALL. I point out to my friend that they fit into some five different major categories or processes.

Mr. GROSS. Mr. Speaker, I still do not understand why we should set up five plants throughout the country. I am intrigued by the fact that the State of California is so strong for this legislation. What is California spending on this program?

The SPEAKER. The time of the gentleman from Iowa has expired.

Mr. RHODES of Arizona. Mr. Speaker, I yield myself 1 minute and yield to the gentleman from California [Mr. HOSMER].

Mr. HOSMER. This is a Federal program and it is hoped to bring the States into cooperation with it. The reason the five different plants are needed is this: It is similar to the situation where the gentleman loses a collar button in a room where there are five chairs. The collar button may be under any 1 of the 5 chairs and he had better look under all of them in order to find the thing. That is why these five plants are needed. It may be that only 1 of these 5 plants will be a success, but when you have found which one it is, then you have the key which will open the door to the future economic applications of the process.

Mr. GROSS. I, too, would look for a long time under a chair for \$10 million.

Mr. HOSMER. I may state to the gentleman that the State of California has its own programs under development at the University of California where they are doing related research, but they are not part of this project being carried on under the direction of the Department of the Interior. They are, how-



ever, making all their findings freely available to the Government's saline water research program. The university has spent in the neighborhood of \$10 million on its research, so, you see, Federal taxpayers are not picking up the whole tab.

Mr. ASPINALL. Mr. Speaker, I yield to the gentleman from California for a consent request.

(Mr. DOYLE asked and was given permission to extend his remarks at this point in the RECORD.)

[Mr. DOYLE addressed the House. His remarks will appear hereafter in the Appendix.]

(Mr. RHODES of Arizona asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. RHODES of Arizona. Mr. Speaker, this resolution providing for the construction of five demonstration plants for the purification of brackish water and sea water is a measure which is important to all of the United States. While no one process of desalinization has been spectacularly successful, it is felt that the time has come for some of the existing processes to give given a further trial by the use of demonstration plants. Many of the corollary problems to desalinization must be worked out by the use of such plants. Among these are disposal of waste materials and prevention of scale forming in the apparatus itself.

Mr. Speaker, this is a small price for us to pay for the important advantages which will come to the whole country with a more plentiful supply of water. This is far-reaching and important legislation, and I hope that it will be adopted.

(Mr. HIESTAND (at the request of Mr. RHODES of Arizona) was given permission to extend his remarks at this point in the RECORD.)

Mr. HIESTAND. Mr. Speaker, I commend the committee for bringing out this most worthy measure.

The adoption of the saline water program is the key to the future of such areas as the Antelope Valley, and southern California generally.

Our expanding agriculture and industry, and our ever increasing population, are rapidly consuming our fresh water supplies, making the development of additional fresh water sources imperative, said Congressman HIESTAND.

This program provides for the construction of five demonstration and experimental stations, one of which is to be located in California. The program should speed up perfection of a process for converting salt and brackish water to fresh, potable water.

The ultimate and inevitable goal of this plan staggers the imagination. Man's ancient dream will come true when the deserts of the world turn green and schoolteachers will be hard put to make their students understand the meaning of "Water, water everywhere, nor any drop to drink."

For the Los Angeles area, in the throes of gigantic and unprecedented growth, this legislation is a must.

The Antelope Valley, and all of southern California, can become a veritable

Garden of Eden, with the availability of unlimited amounts of fresh water. That is the aim of this program and I most heartily approve the measure.

Mr. RHODES of Arizona. Mr. Speaker, I yield such time as he may desire to the gentleman from West Virginia [Mr. NEAL].

Mr. NEAL. Mr. Speaker, I come from a State that abounds in mountain streams as well as being bordered by the Ohio River. Fresh water is abundant for both domestic and industrial uses. We also have unlimited stores of saline water containing valuable raw materials for industrial processing. For these reasons, we have no selfish interest in this bill whatsoever, but, realizing that the problem of converting salt water to domestic purposes is a worthwhile thing, affecting many parts of the world, it seems to me that the Federal Government would be well advised in investing the modest amount contained in this bill for this program. An economically successful means of converting salt water into potable domestic water will have a worldwide beneficial effect.

The SPEAKER. The question is on suspending the rules and passing the resolution (S. J. Res. 135), as amended.

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the joint resolution was passed.

A motion to reconsider was laid on the table.

#### CONSTRUCTION AND IMPROVEMENT OF CERTAIN ROADS ON THE NAVAHO AND HOPI INDIAN RESERVATIONS

Mr. HALEY. Mr. Speaker, I move to suspend the rules and pass the bill (S. 3468) to provide for the construction and improvement of certain roads on the Navaho and Hopi Indian Reservations. The Clerk read the bill as follows:

*Be it enacted, etc.,* That the first section of the act entitled "An act to promote the rehabilitation of the Navaho and Hopi Tribes of Indians and a better utilization of the resources of the Navaho and Hopi Indian Reservations, and for other purposes," approved April 19, 1950 (64 Stat. 44), is amended (1) by striking out "\$88,570,000" and inserting in lieu thereof "108,570,000"; (2) by amending clause (7) of such section to read as follows: "(7) Roads and trails, \$40,000,000; of which not less than \$20,000,000 shall be (A) available for contract authority for such construction and improvement of the roads designated as route 1 and route 3 on the Navaho and Hopi Indian Reservations as may be necessary to bring the portion of such roads located in any State up to at least the secondary road standards in effect in such State, and (B) in addition to any amounts expended on such roads under the \$20,000,000 authorization provided under this clause prior to amendment." *Provided,* That such contract authority and such appropriations authorized by this amendment shall be in addition to sums apportioned to Indian reservations or to the State of Arizona under the Federal Highway Act, as amended and supplemented (70 Stat. 374).

The SPEAKER. Is a second demanded?

Mr. GROSS. Mr. Speaker, I demand a second in order that we may have an explanation of the bill.

The SPEAKER. Without objection a second will be considered as ordered.

There was no objection.

Mr. HALEY. Mr. Speaker, I yield to the gentleman from Arizona [Mr. UDALL] such time as he may use.

[Mr. UDALL addressed the House. His remarks will appear hereafter in the Appendix.]

The SPEAKER. The question is on suspending the rules and passing the bill.

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

(Mr. RHODES of Arizona asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. RHODES of Arizona. Mr. Speaker, S. 3468 provides for sums needed to construct a minimum number of highways on the Navaho and Hopi Reservations. This vast territory is larger than the State of West Virginia. At the present time it is almost impenetrable, and forms a natural dam, not only separating the Navaho Reservation from the rest of Arizona, but also separating the communities of northern Arizona from Utah, Colorado, and northern New Mexico.

The Navaho people need better communication for the furtherance of education of the children and to improve the sanitation conditions. Also, before the great natural resources can be exploited adequately, highway construction is necessary.

The State of Arizona has agreed to maintain these roads once they are built to Federal standards. I hope that this bill will pass.

#### CONSTRUCTION, EQUIPPING, AND OPERATION OF A GEOPHYSICAL INSTITUTE IN THE TERRITORY OF HAWAII

Mr. ASPINALL. Mr. Speaker, I move to suspend the rules and pass the bill (H. R. 9121) to provide for the construction of a geophysical institute in the Territory of Hawaii.

The Clerk read as follows:

*Be it enacted, etc.,* That the National Science Foundation shall provide for the construction, equipping, and operation of a geophysical institute in the Territory of Hawaii in accordance with the recommendations contained in its report submitted to the Congress pursuant to the joint resolution entitled "Joint resolution to provide for an investigation of the need for a geophysical institute in the Territory of Hawaii," approved August 1, 1956 (70 Stat. 92).

The SPEAKER. Is a second demanded?

Mr. HOFFMAN. Mr. Speaker, I demand a second.

Mr. ASPINALL. Mr. Speaker, I ask unanimous consent that a second be considered as ordered.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

There was no objection.

Mr. ASPINALL. Mr. Speaker, I yield 5 minutes to the gentleman from Hawaii [Mr. BURNS].







*Senate*

*August 13, 1958*

16. EDUCATION. Passed, 62 to 26, with amendments H. R. 13247, the national defense education bill, after substituting the text of S. 4237, a similar bill. S. 4237 was indefinitely postponed. pp. 15831-41, 15846-54, 15860-1, 15865-73, 15876-906, 15909-33.  
Agreed to an amendment by Sen. Dush to limit the authorization for the area vocational education program to 4 years, and to restrict the programs to training designed to teach individuals skills useful in occupations needed for national defense. p. 15922
17. SALINE WATER. Conferees were appointed on S. J. Res. 135, to authorize the Interior Department to construct and operate demonstration plants for the production of water for consumptive uses from saline or brackish water. House conferees have not been appointed. pp. 15859-60
18. FORESTRY. Sen. Morse criticized the Administration's policies on timber access road construction, accusing them of lack of foresight, antagonism to smaller timber operators, and unequal treatment for the Pacific Northwest. He inserted copies of correspondence with the Secretary, Mr. Peterson, and Mr. McLain, including statistics on the program. pp. 15939-42
19. APPROPRIATION. The Appropriations Committee reported with amendments H. R. 13450, the supplemental appropriation bill for 1959 (S. Rept. 2350). p. 15821  
The Appropriations Committee reported with amendments H. R. 13489, the military construction appropriation bill for 1959 (S. Rept. 2362). p. 15821
20. SMALL BUSINESS. Sen. Mansfield inserted a speech by Sen. Fulbright commending passage of the Small Business Investment Act of 1958. pp. 15875-6
21. WATER RESOURCES. Sens. Murray and Neuberger commented on Russian water power and river development and urged that U. S. developments be speeded up.  
p. 15829  
Sen. Johnson stated that Tex. needed a water resource development program.  
p. 15820
22. LEGISLATIVE PROGRAM. Sen. Johnson announced that he doubted Congress would adjourn this week, and that he believed it more important to pass important legislation than to meet any deadline for adjournment. (pp. 15820-1). He stated that on Thurs., Aug. 14, the Senate would consider H. R. 13450, the supplemental appropriation bill for 1959 (p. 15933). By unanimous consent it was agreed to call the calendar Thurs., Aug. 14. p. 15820

#### ITEMS IN APPENDIX

23. WATER RESOURCES. Rep. Simpson inserted a report of the Nat'l Projects Committee which was adopted by the Nat'l Rivers and Harbors Conference. pp. A7217-9
24. INVESTIGATIONS. Rep. Ayres stated that he was "amazed" to learn that there are 40,000 full-time investigators on the Federal payroll, inserted two editorials on this subject, one of which stated that this Department has a total of 5,932. pp. A7228-9
25. AREA DEVELOPMENT. Rep. Avery criticized the Senate's action in cutting the budget for the Office of Area Development in the Department of Commerce.  
p. A7229
26. INDUSTRIAL RESEARCH. Extension of remarks of Rep. Dixon urging increased utilization research and inserting an article, "Utilization Research Has Benefited Agriculture." p. A7232

27. PUBLIC LAW 480. Rep. Quie inserted an editorial criticizing the delay in the reenactment of legislation to extend Public Law 480. p. A7240
28. EDUCATION. Speech in the House by Rep. Osmer favoring the proposed National Defense Education Act of 1958. pp. A7240-1
29. COUNTRY LIFE. Extension of remarks of Rep. Quie stating that "I regard it as unfortunate that this Congress has not taken steps to establish a Commission on Country Life," and that it should be one of the first orders of business for the next Congress. pp. A7242-3

#### BILLS INTRODUCED

30. MARKETING. S. 4277, by Sen. Proxmire, to extend authority for marketing agreements and marketing orders to producers of fresh fruits and vegetables for canning and freezing; to Agriculture and Forestry Committee. Remarks of author. pp. 15822-3
31. HEALTH; RESEARCH. S. J. Res. 199, by Sen. Hill, to establish in the Department of Health, Education and Welfare the National Advisory Council for International Medical Research; to Labor and Public Welfare Committee. Remarks of author. pp. 15823-5
32. COTTON. S. J. Res. 200, by Sen. Symington, to stay temporarily certain reductions in cotton and rice acreage allotments; to Agriculture and Forestry Committee. Remarks of author. p. 15858
33. RESEARCH. S. Con. Res. 117, by Sen. Flanders (by request), providing a "Complementary Training Program for Scientists and Engineers"; to Labor and Public Welfare Committee.
34. RECLAMATION. H. R. 13759, by Rep. Saylor, to restate and amplify the provisions of the Federal Reclamation laws respecting delivery of water to large land holdings; to Committee on Interior and Insular Affairs.
35. ETHICS. H. J. Res. 694, by Rep. Bennett, Fla., to establish a Commission on Ethics in the Federal Government to interpret the application of the Code of Ethics for Government Service; to Post Office and Civil Service Committee.

#### BILL APPROVED BY THE PRESIDENT

36. INFORMATION. H. R. 2767, to amend 5 U. S. C. 22, which authorizes heads of departments to prescribe regulations for the custody, use, and preservation of records, papers, and property, so as to provide that this section of the Code does not authorize withholding information from the public or limiting the availability of records to the public. Approved August 12, 1958 (Public Law 85-619, 85th Congress).

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#### COMMITTEE HEARINGS ANNOUNCEMENT:

Aug. 14: Make acquired forest lands subject to Weeks Act, and transfer of forest land to Sumpter County, Fla., H. Agriculture (exec).



our coastline, or the laurel which grows out of our soil so profusely throughout our State. These ships were built by skilled mechanical and scientific Connecticut know-how in the yards of the Electric Boat Division of the General Dynamics Corp. They were foreshadowed by the first submarines which were the production of the brains of John Holland and Simon Lake. The Connecticut communities of New London and Groton have lived with submarines and submariners since there have been either.

Mr. President, the great skill of our Connecticut workmen responded to the dynamic vision and leadership of Admiral Rickover to production of these atomic marvels which have sailed under the North Pole to mark new and great scientific strides of mankind.

We in Connecticut, like our fellow citizens throughout the Nation, took great pride in these feats. We were particularly pleased that our State—the great manufacturing arsenal of our Republic—which has pioneered in the air, on the ground, and on the sea, has once again contributed to further knowledge of the undersea world of the submerged polar region.

In behalf of my fellow citizens, I wish to extend our congratulations to the officers and men of the *Nautilus* and the *Skate* and to suggest that this body officially commend and salute these new beacons of the atomic age and the personnel who manned them.

At the same time, Mr. President, I am writing to the Postmaster General suggesting that the first commemorative 4-cent stamp be a replica of the *Nautilus* and that it be issued in recognition of the first undersea polar voyage.

Finally, Mr. President, all of us in Connecticut are humbly grateful that once again our greatest natural resource—our people—has been permitted by a kind Providence to participate in these most significant events in the furtherance of our national knowledge and of mankind's continuing exploration of the unknown.

I now turn to another subject.

The PRESIDING OFFICER. The Senator from Connecticut has the floor.

#### CORNELIUS J. DANAHER

Mr. PURTELL. Mr. President, I ask unanimous consent to have printed in the RECORD, following my brief remarks, editorials from the Hartford Courant, from the Hartford Times, both of August 2, and the Catholic Transcript of August 7, 1958, in tribute to one of Connecticut's most outstanding citizens and its oldest practicing lawyer, Cornelius J. Danaher, 87, who recently died at his home in Meriden, Conn.

Mr. Danaher was a personal friend of two presidents, Theodore Roosevelt and Herbert Hoover, and the father of John A. Danaher, now judge of the United States Circuit Court of Appeals of the District of Columbia, and a former member of this body; Francis R. Danaher, a former mayor of Meriden, Conn.; Cornelius J. Danaher, Jr., a judge in the Meriden Municipal Court; and

Lawrence Danaher, a real estate and insurance man in Meriden.

A member of St. Joseph's Parish, Meriden, he was named a Knight of St. Gregory by Pope Pius XII in 1957.

The oldest living practicing attorney in Connecticut, Mr. Danaher, who was admitted to the State bar in 1893, served as State Labor Commissioner of Connecticut from 1939 to 1944, and he was known as the father of the State Workmen's Compensation Act which he helped put through the State legislature in 1933. Long a champion of the underdog, Mr. Danaher was counsel for the Connecticut Federation of Labor for more than 40 years and appeared year after year at the General Assembly urging passage of labor bills. In addition to his work with the Compensation Act, he established mercury poisoning as an occupational disease and wrote the clause limiting baseball activities to either the American or National leagues. A lover of baseball, Mr. Danaher owned the Meriden and New Haven teams from 1904 to about 1918.

Mr. Danaher, or Connie, as he was popularly known throughout the State, was indeed a talented man, a brilliant orator, and a faithful and devoted public servant. His activities and accomplishments during his career will long be remembered.

There being no objection, the editorials were ordered to be printed in the RECORD, as follows:

[From the Hartford Times of August 2, 1958]

#### CORNELIUS JOSEPH DANAHER

Some measure, large or small, of "Connie" Danaher's infectious enthusiasm always rubbed off on all who knew him. It made no difference whether that friendship was a passing and casual one or an intimate association of long-years standing. He had that type of ebullient personality that is rare among men.

Cornelius Joseph Danaher died Friday morning at his home in Meriden, the city of his birth (August 10, 1870), where he was active throughout his long life. The range of his interests was broad and varied. He served his church, his city, and his State with distinction for more than half a century.

Graduated from the Yale Law School in 1893, he quickly plunged into public affairs in which his interest remained keen and alert throughout his life. He was a stout advocate of all the causes in which he firmly believed, a skilled orator of the old school whose resonant and dramatic voice held many a group in rapt attention. He was a debater whom no one cared to tackle unless fully informed on the subject at issue.

For many years Mr. Danaher served as counsel for the Connecticut Federation of Labor and in that period vigorously supported before general assembly committees many pieces of progressive legislation in the interests of the working man. He served as State Labor Commissioner from 1939 to 1944.

Cornelius Danaher was a man of genuine charm and high spirit. He had a ready anecdote to fit most every situation. He was a sympathetic and helpful friend to all who came to him in need of counsel.

Connecticut has lost a faithful and devoted public servant whose good works will be his most lasting monument.

[From the Hartford Courant, of August 2, 1958]

Connie Danaher had an unfailing interest in people and things. Whether he was tell-

ing you about James Gates Percival, a strange Connecticut genius, or the records of the New Haven and Meriden teams he used to own in the old Eastern League, his booming voice, winning ways, and smooth command of the language fascinated his listeners. He was a fighter with strong convictions, but he was also a charming companion, a devoted family man, and a hard-working lawyer.

Yet, when you say all those things, how do you sum up Connie Danaher? You've missed his record with labor, first as attorney for the Connecticut Federation of Labor and author of the State's Workmen's Compensation Act—which averaged about \$25 million in payments last year—later as State labor commissioner. You've missed the memory of the political scuffles that Connie gloried in, his appearances at meetings in behalf of candidates, of whom it was said that none lost if Connie Danaher was there to speak for him.

In rough, this was an exuberant man of great personality, of great worth. He was a person who loved life, a man with a touch of poetry on his lips, a fondness for learning, profound interest in human beings, pride in his family and their accomplishments, faith and devotion, and an eternal curiosity that bespoke eternal youth. Any one of these would mark a man. Connie Danaher had them all.

[From the Catholic Transcript of August 7, 1958]

Cornelius J. Danaher, who died last week just before completing his 88th year, was almost as much a feature of the Connecticut scene and as seemingly indestructible as the Meriden hills which he knew and loved from boyhood. A man of many parts, a personality colorful and zesty, he was a conspicuous success as a lawyer, a businessman, a sportsman, a political figure, and a public servant. Gifted with notable intelligence, he was not lacking in sentiment, as anyone who ever conversed with him or heard him on the platform can readily attest. In him these attributes were nicely balanced. He was a vigorous crusader for good causes, earnestly concerned that justice be done and goodness prevail. To the orator's task he brought a ringing voice, a decisive manner, and a sweeping style. He let his views be known beyond mistaking, forcefully supported them with pertinent argument, and exercised unusual powers of persuasion. He was not, like some public men, an actor of a dual role, one thing when before the general run of people, another, quite different thing in private. Always and everywhere he was consistently himself; he had integrity of a high order. A sterling patriot, devoted to his family, an ardent and active member of the church, he shed luster on them all. His was a long, crowded, wonderfully good life, during which he made many his beneficiaries.

#### CONSTRUCTION OF DEMONSTRATION PLANTS FOR CONVERSION OF SALINE WATER TO WATER SUITABLE FOR AGRICULTURAL PURPOSES

The PRESIDING OFFICER laid before the Senate the amendments of the House of Representatives to the joint resolution (S. J. Res. 135) providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, which were, on page 3, line 5, after "five" insert "experi-



mental"; on page 3, line 12, after "processes" insert "and each plant shall demonstrate a different process"; on page 3, line 12, strike out all after "processes." down through and including line 16, and insert "A decision with respect to the process to be utilized in the first of these five plants shall be made by the Secretary within 6 months after the date of approval of this joint resolution and decisions with respect to the processes to be utilized in the other plants shall follow at intervals of not more than 6 months, and the construction of such plants shall proceed as rapidly as is practicable."

On page 4, line 3, strike out "Such" and insert "The sea water conversion"; on page 4, line 11, after "States;" insert "and"; on page 4, strike out lines 12 through 16, inclusive; on page 4, line 17, strike out "(C)" and insert "(B)"; on page 4, line 19, strike out "Territorial possession" and insert "Territory or island area"; on page 4, lines 20 and 21, strike out "and/or additional electric power"; on page 5, after line 21, insert:

SEC. 3. The Secretary is authorized to accept financial and other assistance from any State or public agency in connection with studies, surveys, location, construction, operation, or other work relating to saline or brackish water conversion problems and facilities for such conversion, and to enter into contracts with respect to such assistance, which contracts shall detail the purposes for which the assistance is contributed. Any funds so contributed shall be available for expenditure by the Secretary in like manner as if they had been specifically appropriated for purposes for which they are contributed, and any funds not expended for these purposes shall be returned to the State or public agency from which they were received.

On page 5, line 22, strike out "SEC. 3." and insert "SEC. 4."; on page 6, line 1, strike out "five-year" and insert "seven-year"; on page 6, line 4, after "Congress," insert "Upon such sale, there shall be returned to any State or public agency which has contributed financial assistance under section 3 of this act a proper share of the net proceeds of the sale."; on page 6, line 5, strike out "SEC. 4." and insert "SEC. 5."; on page 6, after line 11, insert:

SEC. 6. When appropriations have been made for the construction or operation and maintenance of any demonstration plant under this act, the Secretary may, in connection with such construction or operation and maintenance enter into contracts for construction for materials and supplies, and for miscellaneous services, which may cover such periods of time as he shall consider necessary but in which the liability of the United States shall be contingent upon appropriations being available therefor.

On page 6, line 12, strike out "SEC. 5." and insert "SEC. 7."

And to amend the title so as to read:

Joint resolution providing for the construction of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

Mr. ANDERSON. Mr. President, I move that the Senate disagree to the amendments of the House of Representatives to Senate Joint Resolution 135, request a conference with the House on

the disagreeing votes of the two Houses thereon, and that the Chair appoint the conferees on the part of the Senate.

Mr. JOHNSON of Texas. Mr. President, will the Senator yield?

Mr. ANDERSON. I yield.

Mr. JOHNSON of Texas. I understand the proposed action is agreeable to the minority leader.

Mr. ANDERSON. Yes; it is.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from New Mexico.

The motion was agreed to; and the Presiding Officer appointed Mr. MURRAY, Mr. ANDERSON, and Mr. KUCHEL, conferees on the part of the Senate.

#### CONSIDERATION OF MEASURES FOLLOWING THE CALL OF THE CALENDAR TOMORROW

Mr. JOHNSON of Texas. Mr. President, would the Senator from New Mexico [Mr. ANDERSON] be kind enough to point out the measures to which he referred when he talked to me earlier today, which he desires to call up for consideration and which have been reported by the Committee on Interior and Insular Affairs?

Mr. ANDERSON. They are Calendar No. 2248, S. 3648, and Calendar No. 2255, S. 1887.

Mr. JOHNSON of Texas. Order No. 2248, S. 3648 was introduced by the Senators from New Mexico. It authorizes the Secretary of the Interior to construct, operate, and maintain the Navaho Indian irrigation project and the initial stage of the San Juan-Chama project as participating project of the Colorado River storage project.

Mr. ANDERSON. That is correct. Also Calendar No. 2255.

Mr. JOHNSON of Texas. Calendar No. 2255 is S. 1887, and was introduced by the Senators from California. The purpose of the bill is to authorize the Secretary of the Interior to construct the San Luis unit of the Central Valley project, California, to enter into an agreement with the State of California with respect to the construction and operation of such unit, and for other purposes.

Mr. ANDERSON. That is correct.

Mr. JOHNSON of Texas. I should like all Members of the Senate to be on notice that we will have a call of the calendar tomorrow. Following the call of the calendar it is my intention to call up several bills on motion. I anticipate that the Policy Committee will clear these bills. I should therefore like the Senator from Mexico to be prepared—as he always is, although I should like to give him advance notice now—to answer any questions with respect to these bills, if any should be raised. Does the Senator from New Mexico have in mind any other bills?

Mr. ANDERSON. Not at this time. I thank the majority leader.

#### NATIONAL DEFENSE EDUCATION ACT OF 1958

The Senate resumed the consideration of the bill (S. 4237), the National Defense Education Act of 1958.

Mr. NEUBERGER. Mr. President, last winter, when the proposal for a Federal scholarship program first received widespread attention in the Congress and among the public, I had occasion to set forth my views with respect to such a program, as compared with a Federal-aid-to-school-construction program, in a brief article for the periodical Oregon Higher Education. This is a publication of the Oregon Education Association, edited by Dr. David D. Darland.

In this statement of my views for Oregon Higher Education, I explained why I believe a program of Federal financial assistance to grade and high schools to be the basic need of educational progress in our country, even though I also approve thoroughly of the idea of Federal scholarships which is now before us. I quoted from an exchange of correspondence which I had on this whole subject with our able and dedicated Senate leader in the field of education, the chairman of the Committee on Labor and Public Welfare [Mr. HILL]. Of course, I have been a sponsor of the Federal aid to education bill introduced by the senior Senator from Montana [Mr. MURRAY], S. 3311, as well as my own S. 777.

Rather than review at this time in detail the reasons for my views on these subjects, I ask unanimous consent that my statement for Oregon Higher Education of the issue for winter 1957-58 be printed in the CONGRESSIONAL RECORD at this point.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

#### STATEMENT BY SENATOR RICHARD L. NEUBERGER

Long before the publicity of the sputniks led the administration to propose to Congress a plan for science scholarships, I favored some program of Federal support for students at the university and college level. But it is my conviction that such a program should not single out science study, and that it must take second priority to the financial needs of improved primary and secondary education in our country.

If we had unlimited funds we could do everything at once. But I think Federal scholarships are the dessert of education—very much worthwhile, but not quite as imperative to our total educational effort as adequate and effective schooling in the elementary and secondary grades. Every part of a meal is important, but I suppose a family of limited means would buy meat and vegetables first and then spend money on the dessert.

I believe a sound foundation comes first; whether you are educating a citizen or erecting a skyscraper. The grade school and the high school comprise the foundation. College is the superstructure built upon such a foundation. The foundation is of prime importance.

University and college scholarships are necessary if all our talented young people are to have the opportunity to develop their brains and skills. But these young people will not be prepared to make the most of that opportunity on a college campus, unless they have the earlier benefit of sound schooling in the grade and secondary levels.

I believe that men like Fermi, Einstein, Teller, and Oppenheimer have been as much the products of their grade schools and high schools as they have been of college







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued August 15, 1958  
For actions of August 14, 1958  
85th-2d, No. 140

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HIGHLIGHTS: House <sup>passed</sup>/modified farm bill. House concurred in Senate amendments to accrued-expenditures budgeting bill. House committee ordered reported bill to require State contributions to disaster relief. Senate debated supplemental appropriation bill. Both Houses agreed to conference report on Klamath Indian forest bill. Both Houses passed bills to extend Mexican farm labor program. President issued statement (Aug. 12) interpreting new law on withholding information.

HOUSE

1. FARM PROGRAM. Passed a substitute version of S. 4071, the proposed "Agricultural Act of 1958." pp. 16059-72 (At the end of this Digest is Chairman Cooley's explanation of the changes in the bill.)  
Rep. Polk inserted the so-called "Simmermon Farm Plan." pp. 16103-7
2. BUDGETING. Agreed to the Senate amendments to H. R. 8002, to provide for accrued-expenditure budgeting. This bill will now be sent to the President. pp. 16077-84
3. FARM LABOR. Passed as reported H. R. 10360, to continue the Mexican farm labor program for 2 years until June 30, 1961. Rejected an amendment by Rep. Christopher to continue the program for only 1 year and to make it unavailable to any employer who does not comply with applicable crop-reduction and allotment programs. pp. 16085-94
4. FORESTRY. Agreed to the conference report on S. 3051, to amend the act terminating Federal supervision over the Klamath Indian Tribe by providing in the alternative for private or Federal acquisition of the part of the tribal forest that must be sold. p. 16076  
The Agriculture Committee ordered reported S. 3741, to provide regular national forest status to most lands under the jurisdiction of the Forest Service. p. D853
5. DISASTER RELIEF. The Agriculture Committee ordered reported S. 304 (amended), to require contributions by State governments to the cost of feed or seed furnished to farmers, ranchers, or stockmen in disaster areas. p. D853
6. CROP INSURANCE. The Agriculture Committee ordered reported H. R. 13262 (amended), to eliminate the prohibition against crop insurance being made available to certain counties which do not have wide participation in the program. p. D853
7. RESEARCH. The Interstate and Foreign Commerce Committee ordered reported H. R. 11257 (amended), to make various amendments regarding administration of the National Science Foundation. p. D854  
House conferees were appointed on S. J. Res. 135, providing for construction by the Interior Department of demonstration plants for conversion of salt water to fresh water. p. 16084
8. TRAVEL; TRANSPORTATION. Concurred in the Senate amendments to H. R. 11133, which authorizes payment of travel and moving expenses of prospective non-clerical employees reporting to their first-duty station for employment in positions determined to be in shortage categories on the same basis as payments to regular civilian employees upon transfer of official station or on original appointment to an overseas post of duty, with a provision that the new authority shall be effective for only 2 years. The Senate had eliminated a provision for such benefits in the case of prospective employees who are called in for interviews. In this connection the Senate committee stated that the Civil Service Commission would be requested to submit to the Government Operations Committees, during the next Congress, a report on the operations of this bill, with further recommendations for amendment if desirable. The bill will now be sent to the President. pp. 16076-7
9. TAXES. Agreed to the conference report on H. R. 7125, and received the conference report on H. R. 8381, to make technical tax-law changes. pp. 16072-6, 16110-22
10. LEGISLATIVE PROGRAM. Rep. McCormack said the area development bill will be considered today, Aug. 15. pp. 16102-3



(Mr. BROWN of Ohio asked and was given permission to revise and extend his remarks.)

Mr. BROWN of Ohio. Mr. Speaker, the parliamentary situation which confronts us is simply this, that by the adoption of this resolution, House Resolution 674, as reported some time ago by the Committee on Rules, the bill H. R. 8002, the so-called accrued expenditures budgeting bill, will be taken from the Speaker's table, and the Senate amendments will be agreed to. In other words, in voting for this resolution we will be voting to agree to the Senate amendments to this measure. So a vote for this resolution will actually be a vote to send, at long last, H. R. 8002 to the White House where it should have gone a long, long time ago. The position of the 85th Congress in support of modernized Federal budgeting as recommended by the bipartisan Hoover Commission, an arm of this Congress, and provided for in H. R. 8002, could hardly be more explicit. Let me review the record briefly.

In 1957, the Committee on Government Operations, upon which I am honored to serve, held extensive hearings on a bill which had previously passed the Senate by a unanimous vote. Then on March 6 of this year, following long and candid debate, the House overwhelmingly adopted the bill H. R. 8002, after it had been amended by a substitute offered by the gentleman from Massachusetts [Mr. WIGGLESWORTH], a member of the House Committee on Appropriations. Then the usual unanimous-consent request was made to take the Senate bill from the Speaker's table, strike out all after the enacting clause and substitute therefor the provisions of the House bill. Rather peculiarly that request was objected to, so that it became necessary to message the House bill itself over to the Senate. There, again, delaying tactics were engaged in, and the bill was referred to the Committee on Appropriations of the other body.

After rather long hearings, that committee reported this bill favorably. That is the bill before us today, with amendments, that we are asking the House to approve here and now. In other words, these are the Senate amendments, the amendments which were written into the bill by the Committee on Appropriations of the other body. The gentleman from Massachusetts [Mr. WIGGLESWORTH] has explained those amendments, frankly and fairly and fully to you. He has made very clear just what they mean, what they are, what they will or will not do.

But then, when the bill came back from the Senate with amendments, the usual unanimous consent request, which is of the type made day after day and time after time, was submitted to take the bill from the Speaker's table and agree to the Senate amendments. Objection was made by one opponent of budgetary reform, and it became necessary to go to the Committee on Rules to obtain a rule. That rule, to the committee's glory and honor, was quickly reported out. So this resolution has been brought to the floor of the House making in order the

adoption of the Senate amendments. For some strange reason completely beyond my understanding, there has been a small band of willful persons in the House, which, notwithstanding the fact that the Senate had passed the original bill unanimously, that the House had passed H. R. 8002 by a vote of 311 to 86, that the Senate had again approved this legislation, H. R. 8002, with amendments, by a vote of 78 to 6, have made every attempt to thwart the will of the Congress and prevent this legislation, which will bring some reform in budgeting practices and fiscal policies in the handling of the public's money, from being passed.

Frankly, I cannot understand them. I do not know why these delaying tactics have been resorted to, why they should have been resorted to, or why these dilatory parliamentary maneuvers have gone on all during this long time.

This bill, H. R. 8002, as amended, has the support of the President of the United States. It has the unanimous support of the House Committee on Government Operations. It has the wholehearted support of the other body and two of its great committees. It has the support of this body, as indicated by its favorable vote of 311 to 86 not long ago. It has the support of the Hoover Commission. It has the support of the former President of the United States, Herbert Hoover. It has the support of the Bureau of the Budget, and it has the support of the General Accounting Office.

When the bill was before the House it had the support of the majority and minority leaders of this body. So, everyone seems to be out of step except a half a dozen or so of those who make up the little band of willful men. At last we have come to the end of this long trail, and at long last we bring this measure to an actual vote, as the concluding legislative action on it.

I would like to go ahead and explain to you, if I had the time, just exactly what these amendments mean but, as I said a moment ago, the gentleman from Massachusetts [Mr. WIGGLESWORTH] has done so most admirably, and I do not think it is necessary to take more of your time. However, I do wish to emphasize this, if I may, that the enactment of this legislation, by voting "Yes" on this resolution, means that we will have needed reforms in our budgetary practices, we will have reforms in our fiscal policies, the American people will be given the opportunity to know what is being done with the money they send down here in taxes; and the House Committee on Appropriations and the Senate Committee on Appropriations will have a greater and better opportunity to handle their chores and meet their responsibilities more efficiently and effectively. So there is no reason in the world why anyone should oppose this legislation.

First, some of those who oppose us, this band of willful men who oppose this bill and budgetary and fiscal reforms, told us that it was the Senate bill which was bad. Next they said, after we had redrafted the Senate bill and brought out the House bill, that it was the House

bill that was bad. Then later it was the substitute bill that was bad, in their opinion. Then when the House bill went to the Senate, and the Senate amended it, the original House bill suddenly became very good and the Senate amendments were bad, in their opinions. So, I cannot help wondering to myself just who is wrong and who is right. It seems as if everyone is out of step in this legislative army, except those who make up this little band of willful men who oppose this bill.

I believe that, under our processes of representative government, the majority has the right, and should have the right and the privilege and the opportunity, to work its will on legislation of this type. I am convinced that it is the will of the Congress and it is the will of the American people that we do have this badly needed budgetary reform. Also that we do have the need for fiscal responsibility in the handling of the people's money; and that they have an opportunity to know how and when and where their money is being expended.

Let us vote for this resolution and then send this bill to the White House where I am sure it will receive prompt approval.

Mr. O'NEILL. Mr. Speaker, I yield 3 minutes to the gentleman from Georgia [Mr. PRESTON].

(Mr. PRESTON asked and was given permission to speak out of order, and to revise and extend his remarks.)

Mr. PRESTON. Mr. Speaker, I have just received a telegram advising that the price for flue-cured tobacco on the markets being operated today in Georgia has been 15 to 18 cents a pound. Earlier this week the price instantly fell 5 cents a pound, the reason for this being that some Member of the other body sent some investigators down to Georgia to the flue-cured tobacco markets to find out why tobacco was bringing as much in Georgia as it does in South Carolina, when the South Carolinians have to tie their tobacco before they sell it. They were critical of the price we were getting in Georgia, or critical of the price they thought it might get in South Carolina when the markets there opened later. They first open in Georgia, then in South Carolina.

It appears to me that the tobacco companies of America have deliberately dropped the price of tobacco because these Senate investigators went into the tobacco markets to find out why it was bringing as much in Georgia as it does in South Carolina. They estimate it takes 5 cents a pound to tie up tobacco.

I think it is a sad commentary that the tobacco companies would deliberately drop the price and bring it down now as much as 18 cents a pound when there has been great demand for the short crop this year.

It is unfortunate that such action was taken by the investigators of the other body, because the companies invariably seize on any opportunity to reduce the price and deprive the farmers of what they are justly entitled to.

Mr. O'NEILL. Mr. Speaker, I yield the remainder of the time to the gentleman from Florida [Mr. ROGERS].



(Mr. ROGERS of Florida asked and was given permission to revise and extend his remarks.)

Mr. ROGERS of Florida. Mr. Speaker, as has been stated before, we are finally at the end of the legislative trail, we hope, on this piece of legislation. I am not going to reiterate the tremendous support that this bill has had all over the country, not only from the President of the United States, the top fiscal officers of this Nation, the Members of this body and the other body including the Appropriations Committee of the other body. I simply want to state that the purpose of this legislation is to give the Congress greater control over the fiscal affairs of this Nation. Here is a management tool, as was brought out by a member of the Committee on Appropriations in his questioning, that can be used, if it will be used, by this Congress to set limitations on the spending in the governmental departments with the tremendous backlog of funds on hand that now amount to some \$70 billion, in addition to the moneys appropriated for this fiscal year. The method presented in this legislation will allow you and me, and will allow the Committee on Appropriations to determine what the departments may spend each year with this limitation and then let the departments come back at the end of the year to show the Committee on Appropriations and the Congress how they have spent that money and what they want to do in the next year. It is a simple measure. It is a business procedure. It brings about the two essentials which were in the original bill, and they are, first, the annual accrued expenditures method, and second, the limitation on expenditures. It is a good bill. We appreciate very much the fine work that has gone into this legislation by those who have participated and, particularly, the work of the chairman and the members of the Committee on Government Operations on both sides of the Capitol, and the many individual Members who have been willing to follow through on this legislation to try to bring about better management in our Government and some savings; because by better control we can bring about better management, by better management we can bring about more savings in the operation of this Government of ours.

Mr. BAILEY. Mr. Speaker, will the gentleman yield?

Mr. ROGERS of Florida. I will be glad to yield.

Mr. BAILEY. Are we to understand that a normal spending unit of the Government, when they come before the budget officer and the Committee on Appropriations, if they have a deficit and they overspent, we will say for this current year, are they compelled to absorb this overdraft to that extent? Are you trying to eliminate supplemental appropriations? Is that what you are trying to do?

Mr. ROGERS of Florida. Of course, we are hopeful that this will aid in doing that. However, I do not think it would be correct to say that the application of this act would automatically

do that. I would not want to give that impression. What this will do is to say to the Government departments, "You have so much. Here is your limitation." The Committee on Appropriations determines what that should be and recommends it to the House. The Congress will say, "Here is your limitation. If you want to go over that limitation, you have to come back and tell the Committee on Appropriations and this Congress before you do that so that we may know why and then decide." That will give us a closer rein and a closer check on spending.

Mr. BAILEY. But I am asking about the outstanding obligations of that spending unit in the nature of an overdraft when they come along and want to include that in a new appropriation or want to ask for a supplemental appropriation. Is this legislation broad enough to catch that?

Mr. ROGERS of Florida. I think it will tighten that up—yes, because they will have made their justification on the limitation that the Committee on Appropriations will approve. They have no authority to go over that limitation until they come back to the Committee on Appropriations and make a justification of it. In other words, this is to stop them really from going out and spending when they do not have the authority.

Mr. BAILEY. That is when they do not have the free balance?

Mr. ROGERS of Florida. And the free balance, because this takes away all the free balance in the backlogging of funds by placing a limitation each year.

Mr. GARY. Mr. Speaker, will the gentleman yield?

Mr. ROGERS of Florida. I yield to the gentleman from Virginia.

Mr. GARY. I would like to say that the Hoover Commission when they first recommended this legislation claimed that it would save the country \$4 billion annually. I hope the gentleman will come back next year with a list of the savings. I do not believe it will save this country one thin dime.

Mr. BROWN of Ohio. Mr. Speaker, will the gentleman yield to permit me to answer the gentleman from Virginia?

Mr. ROGERS of Florida. I yield briefly.

Mr. BROWN of Ohio. The Hoover Commission made no such claim whatsoever as the gentleman from Virginia stated. Instead, a task force of the Hoover Commission did state that if the 25 recommendations of the Hoover Commission relative to budgetary and fiscal policies were put into effect that the savings might go as much as \$4 billion.

Now, do not try to put words in the mouth of the Hoover Commission, because I happen to have been a member of that Commission and I happen to know what was said and what was done.

Mr. GARY. I am speaking of recommendations of the staff.

Mr. ROGERS of Florida. Mr. Speaker, I decline to yield further.

Mr. Speaker, I would like to say that I simply will refer the gentleman from Virginia to a statement made to the Comptroller of Defense. It is contained in the hearings and I would be glad to

show the statement to the gentleman showing the savings that were made as a result of the changeover to an accrual accounting system. In fact, I would like to call the gentleman's attention to the testimony given by the Comptroller of the Defense Department, Mr. W. J. McNeil, in the hearings held before the House Government Operations Committee, March and April of 1957, concerning the savings that have resulted in the Department of the Army alone by reason of the fact that in the stock funds the Department of the Army had begun to shift over to the annual, accrual accounting system, which is of course a principle embodied in this legislation:

Mr. ROGERS. I thought you had given examples of better management, for instance, in the Army, under this accrual system, where you said you saved about \$2.5 billion.

Mr. McNEIL. That is going back to human nature working for us, because no one can take anything off of the shelf, today, unless it is charged to today's operations and today's budget.

Mr. ROGERS. Which is really your accrual system working in your department, is it not?

Mr. McNEIL. Yes, sir.

Mr. ROGERS. Which brought about better management.

Mr. McNEIL. As a matter of fact, it forces the accrual principle into effect.

Mr. ROGERS. That saved, you estimated, about \$2.5 billion in the Army alone?

Mr. McNEIL. It is up to \$3 billion now.

Mr. ROGERS. I think that is very encouraging, and I am delighted to hear that.

Mr. BALDWIN. Mr. Speaker, I want to congratulate the gentleman from Florida and the gentleman from California for their effort and diligence in bringing this legislation to the House at this session of the Congress and the effort they have made to secure its passage. It is desirable and needed legislation.

Mr. ROGERS of Florida. I thank the gentleman from California for his kind words and for his help on this legislation.

Mr. O'NEILL. Mr. Speaker, I move the previous question on the resolution.

The previous question was ordered.

The resolution was agreed to.

A motion to reconsider was laid on the table.

#### SALINE WATER PROGRAM

Mr. ASPINALL. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the resolution (S. J. Res. 135) providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, with a House amendment thereto, insist on the amendment of the House, and agree to the conference asked by the Senate.

The Clerk read the title of the resolution.

The SPEAKER. Is there objection? [After a pause.] The Chair hears none and appoints the following conferees: Messrs. ASPINALL, O'BRIEN of New York, HALEY, MILLER of Nebraska, and RHODES of Arizona.







11. PERSONNEL. Passed as reported H. R. 9407, to provide additional opportunity for certain employees to obtain career-conditional and career appointments in the competitive service. p. 16848  
Passed without amendment S. 4004, to encourage transfers of Federal employees for service with international organizations. This bill will now be sent to the President. pp. 16849-49  
Passed as reported S. 3195, to authorize certain retired Federal personnel to accept and wear decorations, presents, and other things tendered them by certain foreign countries. pp. 16850-66
12. INSPECTION SERVICES. Passed without amendment S. 3873, to permit the interchange of inspection services between executive agencies without reimbursement or transfer of funds. This bill will now be sent to the President. p. 16867
13. MINING CLAIMS. Passed over without prejudice, at the request of Rep. Saylor, S. 2039, to clarify the requirements with respect to the performance of labor imposed as a condition for the holding of mining claims on Federal lands pending the issuance of patents therefor. p. 16867
14. EDUCATION. The Rules Committee reported a resolution for consideration of H. R. 13247, the national defense education bill. p. 16887
15. SALINE WATER. The "Daily Digest" states that conferees agreed to file a report on "S. J. Res. 135, relating to the conversion of saline water to potable uses." p. D871

16. LEGISLATIVE PROCEDURE. Rep. Arends objected to scheduling numerous bills in the House for consideration under suspension of the rules, stating that "some of these bills you have scheduled are of major importance and highly controversial and extremely costly to the American people." p. 16804

## SENATE

17. FARM PROGRAM. Concurred in the House amendment to S. 4071, the Senate farm bill. This bill will now be sent to the President. (pp. 16748-59) See Digest 140 regarding provisions of the House Amendment.
18. FARM LABOR. Passed without amendment H. R. 10360, to extend the Mexican farm labor program until June 30, 1961. This bill will now be sent to the President. p. 16659
19. LIVESTOCK DISEASES. Passed as reported H. R. 12126, to extend to wild animals the same prohibition against entry into the U. S. as domestic animals from any country where rinderpest or foot-or-mouth disease exists. p. 16661
20. MARGARINE. Passed with amendment H. R. 912, to amend the Navy ration statute to permit the serving of oleo or margarine. pp. 16661-2
21. TEXTILES. Passed with amendments H. R. 469, to protect producers and consumers against misbranding and false advertising of the fiber content of textile fiber products. (pp. 16720-1, 16725, 16726-45)  
Adopted the committee amendments, and an amendment by Sen. Javits, to eliminate language requiring the labeling of the containers of imported textile products (p. 16744).

22. WATER RESOURCES. Passed with amendments H. R. 5497, to authorize Federal assistance for certain fish and wildlife development projects under the Watershed Protection and Flood Prevention Act. Agreed to two amendments by Sen. Cotton to exclude recreational facilities from the bill. pp. 16716-19
- Passed with amendment H. R. 12216, to designate a dam on the Cumberland River near Carthage, Tenn., as the Cordell Hull Dam, and to establish a U. S. study commission on certain Texas river basins. pp. 16634-5
- Passed without amendment H. J. Res. 585, to authorize the Secretary of the Interior to conduct studies into the feasibility of furnishing water from the Central Valley Project to the counties of Santa Clara, San Benito, Santa Cruz, and Monterey, Calif., by way of the Pacheco Tunnel route or other means. This measure will now be sent to the President. p. 16638
- Sen. Neuberger discussed S. 3185, to require the FPC to secure approval by the Secretary of the Interior of any license affecting fish and wildlife resources. He asserted that the amendment proposed by Sen. Morse, to require only that the FPC receive recommendations but not be bound by them, would maintain the present situation in FPC, which, he alleged, "has neither special competence nor special sympathy for conservation goals and methods, when they would militate against construction of a power project." pp. 16622-26
- Sen. Watkins inserted two articles on Russian hydro-power development which asserted that their program was behind schedule, and greater emphasis was now being placed on thermal power generation. pp. 16617-18
- Sen. Johnson discussed the development of Texas' water resources and urged the development of a unified program. pp. 16611-12
23. FORESTRY. Passed without amendment H. R. 8481, to extend title IV of the Agricultural Act of 1956, relating to forestry, to Hawaii. This bill will now be sent to the President. p. 16638
- Sen. Humphrey inserted resolutions from the cities of Tower, Eveleth, and Kinney, Minn., urging the appropriation of additional funds for construction projects planned for the Superior National Forest. p. 16613
24. LAND UTILIZATION. Passed without amendment H. R. 12494, to authorize this Department, in selling or agreeing to the sale of certain lands to N. C., to permit the State to sell or exchange such lands for private purposes. This bill will now be sent to the President. p. 16638
25. ELECTRIFICATION. Passed without amendment S. 3571, to provide for equal treatment of all State-owned hydro-electric power projects with respect to the taking over of such projects by the U. S. p. 16633
- Sen. Humphrey inserted a resolution from the East River Electric Power Cooperative urging the enactment of S. 2990 and H. R. 11762, to transfer certain REA functions from the Secretary to the REA Administrator. pp. 16612-13
26. RESEARCH. Passed with amendment S. 3268, to provide various amendments to the National Science Foundation Act. pp. 16631-2
27. ADMINISTRATIVE ORDERS. The Judiciary Committee reported without amendment H. R. 6789, to provide for reasonable notice of applications to the U. S. courts of appeals for interlocutory relief against the orders of certain administrative agencies (S. Rept. 2435). p. 16613
28. FOOD ADDITIVES. The Labor and Public Welfare Committee reported with amendments H. R. 13254, to amend the Federal Food, Drug, and Cosmetic Act so as to prohibit the use in foods of additives which have not been adequately tested to establish their safety (S. Rept. 2422). p. 16613









Aug. 19, 1958

HOUSE - August 19

18. SOCIAL SECURITY. Agreed to Senate amendments to H. R. 13549, to increase certain benefits under the Federal old-age, survivors, and disability insurance system. This bill will now be sent to the President. pp. 16934-8
19. EDUCATION. Appointed conferees on H. R. 13247, the proposed National Defense Education Act of 1958. pp. 16938-9, 16942-50  
Rep. Porter criticized the absence of social scientists from the recent appointments to the National Science Foundation Board, and urged greater research effort into the social sciences. pp. 16986-9
20. SCHOOL LUNCHES. Passed as reported S. 1764, to authorize payment of the cost of free lunches for needy children in the D. C. public schools. p. 16958
21. MINERALS. Began debate on S. 4036, to stabilize the production of minerals by direct payments to producers. pp. 16959-81
22. SALINE WATER. Received the conference report on S. J. Res. 135, to authorize the Interior Department to construct and operate demonstration plants to produce water for consumptive uses from saline and brackish waters (H. Rept. 2754). The Conference Committee deleted the Virgin Islands as a location for a plant, and stated that demonstration plants will be placed in the Northern Great Plains, in the arid Southwest, and one each on the three coasts: Atlantic, Gulf, and Pacific. pp. 16981-2, ~~16993~~
23. SUPPLEMENTAL APPROPRIATION BILL, 1959. Received the conference report on this bill, H. R. 13450 (H. Rept. 2677). pp. 16939-41, 16993  
Attached is a table reflecting the actions of the conferees as they affect this Department.  
The conferees also recommended an appropriation of \$2,830,000 instead of \$2,750,000 as proposed by the House and \$2,850,000 as proposed by the Senate for the administration of the Ryuku Islands, under the Army Department, with an authorization for the President to transfer any of this work to other Departments.  
An item of \$2,915,000 for the Office of Defense and Civilian Mobilization was reported in disagreement.

ITEMS IN APPENDIX

24. WATER RESOURCES. Extension of remarks of Sen. Johnson commending the work of the Lower Colorado River Authority, and inserting an article on this subject. p. A7415
25. WHEAT. Sen. Neuberger inserted an editorial describing the support in Oregon for a two-price plan for wheat. pp. A7422-3
26. WATERSHEDS. Rep. Kee inserted her statement in support of soil and water conservation programs. pp. A7432-3
27. HUMANE SLAUGHTER. Rep. Multer inserted an article favoring passage of the humane slaughter bill and expressing hope that the President will sign it. p. A7438
28. FARM CENSUS. Rep. Hagen inserted an article, "Census Shows Recession Slows Move From Farms." pp. A7439-40

BILLS INTRODUCED

29. DAIRY. H. R. 13800, by Rep. Johnson, to provide for the mandatory price support through March 31, 1962, for milk used in manufactured dairy products and for butterfat; to maintain the productive capacity of our dairy farming industry; to promote the orderly marketing of an adequate national supply of milk and dairy products; to encourage increased domestic consumption of dairy products in the interest of national health and security; to Agriculture Committee. Remarks of author. pp. 16922-5
30. LANDS. H. R. 13802, by Rep. Poage, to amend sec. 7 of the act of August 18, 1941, to provide that 75 percent of all moneys derived by the U. S. from certain recreational activities in connection with lands acquired for flood control and other purposes shall be paid to the State; to validate certain payments; to Public Works Committee.
31. FOREIGN TRADE. H. R. 13805, by Rep. Curtis, Mo., to establish a U. S. Trading Corporation to meet the challenge of attempted Soviet penetration of world markets; to Foreign Affairs Committee. Remarks of author. pp. 16925-7
32. FARM MACHINERY. S. Res. 384, by Sen. Langer, to make a full and complete study and investigation of the causes of the increased prices of farm machinery, farm equipment, farm trucks, and the necessary replacement parts of the aforementioned; to Judiciary Committee.
33. LOANS: REA. S. Res. 385, by Sen. Langer, to make a full and complete study and investigation of the Comptroller General's holding in a letter to the Secretary of Agriculture, dated July 21, 1958 (B-134138), relating to the use of loan funds under the rural electrification program; to Judiciary Committee.
34. EDUCATION. S. 4315, by Sen. Jenner, to authorize the legislatures of the several States to determine whether such States shall participate in programs providing for Federal grants to such States or their inhabitants; to Government Operations Committee. Remarks of author. pp. 17127-9
- BILL APPROVED BY THE PRESIDENT
35. SURPLUS FOOD DONATIONS. H. R. 13268, which authorizes the Commodity Credit Corporation to purchase flour and cornmeal for donation purposes, rather than entering into a contract to have flour and cornmeal milled from grain in the CCC inventory, and authorizes CCC to sell an equivalent amount of wheat and corn to offset such purchases of flour and cornmeal. Approved August 19, 1958 (Public Law 85-683, 85th Congress).



PROVIDING FOR THE CONSTRUCTION BY THE DEPARTMENT OF THE INTERIOR OF DEMONSTRATION PLANTS FOR THE PRODUCTION, FROM SALINE OR BRACKISH WATERS, OF WATER SUITABLE FOR AGRICULTURAL, INDUSTRIAL, MUNICIPAL, AND OTHER BENEFICIAL CONSUMPTIVE USES

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AUGUST 19, 1958.—Ordered to be printed

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Mr. ASPINALL, from the committee of conference, submitted the following

## CONFERENCE REPORT

[To accompany S. J. Res. 135]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the joint resolution (S. J. Res. 135) providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its amendment numbered 1.

That the Senate recede from its disagreement to the amendments of the House numbered 2, 10, 11, 11½, 12, 13, 14, and 16, and agree to the same.

That the Senate recede from its disagreement to the amendment of the House numbered 3, and agree to the same with an amendment as follows:

In lieu of the language inserted by the House amendment, insert the following: *A decision with respect to the process to be utilized in the first of these five plants shall be made by the Secretary within six months after the date of approval of this joint resolution and decisions with respect to the processes to be utilized in the other plants shall follow at intervals of not more than three months. Each such decision shall be reported promptly to the Congress and the construction of the plants shall proceed as rapidly as is possible.*; and the House agree to the same.

That the House recede from its amendments numbered 4, 6, 7, 8, and 9; that the Senate recede from its disagreement to amendment of

the House numbered 5; and agree that item (3), subsection (b), section 1, wherein these amendments occur, be further amended so that it reads as follows:

(3) *Such plants shall be located in the following geographical areas with a view to demonstrating optimum utility from the standpoint of reliable operation, maintenance, and economic potential—*

(A) *At least one plant which is designed for the conversion of sea water shall be located on the west coast of the United States, at least one such plant shall be located on the east coast thereof, and at least one such plant shall be located on the gulf coast thereof; and*

(B) *at least one plant which is designed for the treatment of brackish water shall be located in the area generally described as the Northern Great Plains and at least one such plant shall be located in the arid areas of the Southwest.*

And the House agree to the same.

That the Senate recede from its disagreement to the amendment of the House numbered 15, and agree to the same with an amendment as follows:

In lieu of the language inserted by the House amendment, insert the following:

*SEC. 6. When appropriations have been made for the construction or operation and maintenance of any demonstration plant under this joint resolution, the Secretary may, in connection with such construction or operation and maintenance, enter into contracts for construction, for materials and supplies, and for miscellaneous services, which contracts may cover such periods of time as he shall consider necessary but under which the liability of the United States shall be contingent upon appropriations being available therefor. Unobligated appropriations heretofore made to carry out the Act of July 3, 1956 (66 Stat. 328), as amended (42 U. S. C. 1951 and following) shall be available for administrative and technical services, including travel expenses and the procurement of the services of experts, consultants, and organizations thereof in accordance with section 15 of the Act of August 2, 1946 (60 Stat. 806), as amended (5 U. S. C. 55a), in connection with carrying out the provisions of this joint resolution.*

And the House agree to the same.

That the Senate recede from its disagreement to the amendment of the House to the title of the bill, and agree to the same.

WAYNE N. ASPINALL,

LEO W. O'BRIEN,

JAMES A. HALEY,

A. L. MILLER,

JOHN J. RHODES,

*Managers on the Part of the House.*

JAMES E. MURRAY,

CLINTON P. ANDERSON,

THOMAS H. KUCHEL,

*Managers on the Part of the Senate.*

## STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the House to the joint resolution (S. J. Res. 135) providing for the construction of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, submit the following statement in explanation of the effect of the action agreed upon and recommended in the accompanying conference report.

The conference committee accepted, for the most part, the amendments of the House to the Senate-passed resolution, and the language agreed upon does not materially change the House-approved legislation. In several instances language of the House amendments was modified. The House amendments and the actions of the conference committee thereon are discussed in the following paragraphs.

The House inserted the word "experimental" in front of the words "demonstration plants" to make it clear that the plants to be constructed would not necessarily represent the ultimate state of perfection in a given process. The conference committee agreed to leave out the word "experimental" on the basis that the term "demonstration plant" is defined in the legislation and that it would not be appropriate to qualify further this definition.

The House added language requiring each plant to demonstrate a different process so that there would be no duplication of plants in the various geographical locations. The conference committee agreed to accept this House language.

A provision in the Senate-passed resolution would have required the Secretary to make decisions within 6 months after enactment on all 5 processes to be demonstrated. The House modified this provision to require the decision on 1 process in 6 months, with the other decisions to follow at intervals of not to exceed 6 months. The conference committee agreed to the House language requiring the selection of the first process in 6 months but modified the language with respect to the other decisions to provide that they follow at intervals of not to exceed three months. The conference committee further modified the language to require that the Secretary's decisions be promptly reported to the Congress.

With respect to the geographical location of the sea-water-conversion plants, the Senate placed 1 of the plants on the west coast, 1 on the east or gulf coast, and 1 in the Virgin Islands or some other territory or island area of the United States. The conference committee deleted the Virgin Islands or other island area as a location for one of the sea-water-conversion plants on the basis that authority for construction of a sea-water conversion plant to meet the immediate need of the Virgin Islands for a supplemental water supply is included in other pending legislation, and adopted language locating the 3 sea-water plants: 1 on the west coast, 1 on the east coast, and 1 on the gulf coast.



With respect to the location of the brackish-water-treatment plants, the Senate located one in the Northern Great Plains area and one in the Southwest. The House deleted this language, leaving the decision with respect to location of these plants to the Secretary of the Interior. The conference committee accepted the Senate language placing 1 plant in the Northern Great Plains area and 1 plant in the Southwest.

The language added by the House to authorize acceptance of financial and other assistance from any State or public agency was accepted by the conference committee.

The Senate resolution included language terminating the program and the authority of the Secretary provided in the legislation 5 years after enactment. The House extended this period to 7 years. The conference committee accepted the House amendment.

The House amendment permitting the Secretary to enter into contracts for construction or for materials and supplies covering more than 1 year and contingent upon the appropriation of funds was accepted by the conference committee with the added provision that funds presently available to the Secretary for the continuing saline-water-research program could be used for administrative and technical services necessary to initiate this program.

Other minor clarifying language added by the House was agreed to by the conference committee.

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come increasingly critical and complex. Minerals and mineral fuels have become more vital elements than ever before in the security and economic welfare of the Nation.

Not only has the present metal-market situation adversely affected exploration and development work, but it seriously threatens a substantial part of our mining productive capacity.

Many high-cost producers have curtailed production or shut down. Even some of the lower cost operators have cut back production. With this in mind, the administration has sought to develop measures to preserve the mine productive capacity that will be needed by our economy when business is again in high gear. These proposals have taken the form of a stabilization program for copper, lead, zinc, acid-grade fluorspar, and tungsten.

Mr. Chairman, the passage of this bill is essential to preserve a healthy mining industry in this country. It will cure a large part of the severe unemployment now rampant in the mining States and will preserve our mobilization base. We not only need to look to the future economic requirements of a rapidly expanding economy but, as Secretary Seaton has said, this stabilization plan will furnish us with an "economic bridge" to "insure a strategically sound domestic minerals production balance for this Nation without increasing the difficulties of our friends abroad."

If S. 4036 does not pass at this session of the Congress, the mining industry will be in a more and more serious situation. Ours is basically a metals economy and without metals we cannot live. To be secure within our borders we must mine, produce, and discover increasing quantities of these vital materials within our own borders, and the Seaton stabilization plan is essential for this purpose.

Mr. Chairman, I trust the Members of the House will realize the necessity and urgency of passing S. 4036 with all dispatch.

Mr. CHENOWETH. Mr. Chairman, I rise in support of the rule, and I hope that it will be adopted. I am for this bill and I feel the House will pass this measure if all of the facts are presented.

This bill, which will stabilize the production of certain metals, is of great importance to our domestic mining industry. Personally, I would have preferred to raise the import duties on these metals, and thereby give our domestic producers a price which would enable them to operate. However, the decision has been made that import duties are out, and this bill is the only solution that will be offered at this session of Congress.

Everyone recognizes the necessity of maintaining a healthy domestic mining industry. It is obvious that our domestic mines cannot operate in competition with the cheap labor to be found in foreign countries. I know that the industry would also prefer to have the quota system, but they have no alternative to accepting this legislation.

In time of war we must rely to a great extent on our domestic mines to produce the strategic metals so desperately needed for our war effort. These mines cannot operate only in time of war. When a mine is closed it is usually closed forever. If we are to have a domestic mining industry we must find a way to

keep these mines in operation, and this bill today offers the only hope in sight at this time.

Mr. Chairman, I hope the rule will be adopted, and the bill passed.

Mr. MILLER of Nebraska. Mr. Chairman, I yield 6 minutes to the gentleman from New York [Mr. PILLION].

Mr. PILLION. Mr. Chairman, as I stated earlier today, this bill would authorize a subsidy—give-away program with a price tag of \$650 million attached to it to be paid by the ordinary American taxpayer.

The proponents of this bill, I am sure, have a laudable and a sincere purpose, but after listening to this debate I still do not know what this bill will do or what it is intended to do. I understand it is not intended to relieve unemployment, I understand from the debate it is not intended to add to our defense strategic and critical material stockpile program. I understand from one of the distinguished previous speakers that this bill is intended as an insurance program. But what it is intended to insure I cannot for the world imagine. The only conclusion I can come to is it is intended to insure increasing and more profits for a few highly prosperous mining corporations in this country.

Mr. GROSS. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count.

Mr. ROGERS of Colorado. Mr. Chairman, I move that the Committee do now rise.

The motion was agreed to. Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. EVANS, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (S. 4036) to stabilize production of copper, lead, zinc, acid-grade fluorspar, and tungsten from domestic mines, had come to no resolution thereon.

#### FURTHER MESSAGE FROM THE SENATE

A further message from the Senate, by Mr. McGOWN, one of its clerks, announced that the Senate insists upon its amendment to the bill (H. R. 13247) entitled "An act to strengthen the national defense and to encourage and assist in the expansion and improvement of educational programs to meet critical national needs; and for other purposes," disagreed to by the House; agrees to the conference asked by the House on the disagreeing votes of the two Houses thereon, and appoints Mr. HILL, Mr. McNAMARA, Mr. YARBOROUGH, Mr. SMITH of New Jersey, and Mr. ALLOTT to be the conferees on the part of the Senate.

The message also announced that the Senate agrees to the amendments of the House to a bill of the Senate of the following title:

S. 3448. An act to authorize the acquisition and disposition of certain private lands and the establishment of the size of farm units on the Seedskaadee reclamation project, Wyoming, and for other purposes.

#### CONSTRUCTION BY THE DEPARTMENT OF INTERIOR OF DEMONSTRATION PLANTS

Mr. ASPINALL submitted the following conference report and statement on Senate Joint Resolution 135, to provide for the construction by the Department of Interior of demonstration plants:

##### CONFERENCE REPORT (H. REPT. No. 2674)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the joint resolution (S. J. Res. 135) providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its amendment numbered 1.

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That the Senate recede from its disagreement to the amendment of the House numbered 3, and agree to the same with an amendment as follows:

In lieu of the language inserted by the House amendment, insert the following: "A decision with respect to the process to be utilized in the first of these five plants shall be made by the Secretary within six months after the date of approval of this joint resolution and decisions with respect to the processes to be utilized in the other plants shall follow at intervals of not more than three months. Each such decision shall be reported promptly to the Congress and the construction of the plants shall proceed as rapidly as is possible." and the House agree to the same.

That the House recede from its amendments numbered 4, 6, 7, 8, and 9; that the Senate recede from its disagreement to amendment of the House numbered 5; and agree that item (3), subsection (b), section 1, wherein these amendments occur, be further amended so that it reads as follows:

"(3) Such plants shall be located in the following geographical areas with a view to demonstrating optimum utility from the standpoint of reliable operation, maintenance, and economic potential—

"(A) At least one plant which is designed for the conversion of sea water shall be located on the west coast of the United States, at least one such plant shall be located on the east coast thereof, and at least one such plant shall be located on the gulf coast thereof; and

"(B) at least one plant which is designed for the treatment of brackish water shall be located in the area generally described as the Northern Great Plains and at least one such plant shall be located in the arid areas of the Southwest."

And the House agree to the same.

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"SEC. 6. When appropriations have been made for the construction or operation and maintenance of any demonstration plant under this joint resolution, the Secretary may, in connection with such construction or operation and maintenance, enter into contracts for construction, for materials and supplies, and for miscellaneous services, which contracts may cover such periods of time as he shall consider necessary but under



which the liability of the United States shall be contingent upon appropriations being available therefor. Unobligated appropriations heretofore made to carry out the Act of July 3, 1956 (66 Stat. 328), as amended (42 U. S. C. 1951 and following) shall be available for administrative and technical services, including travel expenses and the procurement of the services of experts, consultants, and organizations thereof in accordance with section 15 of the Act of August 2, 1946 (60 Stat. 806), as amended (5 U. S. C. 55a), in connection with carrying out the provisions of this joint resolution."

And the House agree to the same.

That the Senate recede from its disagreement to the amendment of the House to the title of the bill, and agree to the same.

WAYNE N. ASPINALL,  
LEO W. O'BRIEN,  
JAMES A. HALEY,  
A. L. MILLER,  
JOHN J. RHODES,

*Managers on the Part of the House.*

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#### STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the House to the joint resolution (S. J. Res. 135) providing for the construction of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, submit the following statement in explanation of the effect of the action agreed upon and recommended in the accompanying conference report.

The conference committee accepted, for the most part, the amendments of the House to the Senate-passed resolution, and the language agreed upon does not materially change the House-approved legislation. In several instances language of the House amendments was modified. The House amendments and the actions of the conference committee thereon are discussed in the following paragraphs.

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*Managers on the Part of the House.*

#### SALE AND EXCHANGE OF PUBLIC LANDS OF THE TERRITORY OF HAWAII

Mr. ASPINALL. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the bill (H. R. 9500) to permit certain sales and exchanges of public lands of the Territory of Hawaii to certain persons who suffered a substantial loss of real property by reason of the tidal wave of March 9, 1957, with a Senate amendment thereto, and concur in the Senate amendment.

The Clerk read the title of the bill.

The Clerk read the Senate amendment, as follows:

Page 1, line 8, strike out "auction" and insert "auction,".

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

There was no objection.

The Senate amendment was concurred in.

A motion to reconsider was laid on the table.

#### REAR ADM. EDWARD C. STEPHAN LEAVING CAPITOL HILL

(Mr. HUDDLESTON asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. HUDDLESTON. Mr. Speaker, as this Congress is about to adjourn and the Members go their respective ways, we are losing the splendid services of a man who has devoted all his efforts during the last 2 years to making our jobs more pleasant and more rewarding. He is Rear Adm. Edward C. Stephan, who has done an exemplary job of handling legislative liaison matters for the Department of the Navy. In just a few days, he is leaving us to assume duties as commander of the newly established South Atlantic Naval Force.

Ever since his graduation from the United States Naval Academy in 1929, Admiral Stephan has always had his country first in mind and in heart. He has an outstanding combat record as commander of several submarines whose names will long be on the tongues of Navy men and Navy historians. These included the U. S. S. *Sea Wolf*, the U. S. S. *Devilfish* and the U. S. S. *Grayback*, on which he won the Navy Cross, Silver Star and Gold Stars.

Admiral Stephan served in the Office of Chief of Naval Operations; the Office of the Judge Advocate General; Staff Commander, Submarine Force United States Pacific Fleet; Commander, Transport Division 21, Office of the Comptroller of the Navy, and was appointed in July 1956 as Chief of Legislative Liaison.

His conscientious efforts in our behalf and the understanding with which he has performed his duties, shall certainly be missed on Capitol Hill. We wish him continuing success in the future as he takes over his new assignment, and want to again express our deep appreciation for the great service he has performed for us.

#### THE DEMOCRAT RECORD: H-BOMBS, MISSILES, AND UNPREPAREDNESS

(Mr. SHEEHAN asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. SHEEHAN. Mr. Speaker, the prelude to the decline and defeat of great nations has always been complacency on the part of their political leaders. Invariably, a deceptive twilight calm precedes the onslaught of the aggressor, usually spearheaded by some surprise weapon or strategy aimed at crumbling the sleeping opponent's outmoded defenses.

Attila's infiltrating hordes, for example, swept away the Roman armies. And this, just after the citizens of Rome had lulled themselves into false confidence in their outdated legions. The Second Reich devastated French forces with the rapid fire of the needle gun in 1870. Frenchmen put their faith in superiority of numbers. Hitler's panzer divisions knifed through French defenses in 1940. On the eve of the blitzkrieg, Parisians reveled in the Maginot Line. It is with serious alarm that we must admit this cycle of events nearly occurred in our own land only less than a decade ago—because the political leadership in our country missed the concept that the modern military machine is predicated on nuclear weapons and guided missiles.

While many Americans debauched themselves in the heavy wine of Demo-







Aug 21, 1958

The bill also provides \$20 million for fiscal 1959 and each of the three succeeding fiscal years for area vocational education programs.

8. APPROPRIATIONS. Agreed that the rules may be suspended Fri., Aug. 22, for consideration of the independent offices appropriation bill. p. 17483
9. ROADS. Rep. Fallon reviewed the highlights of the work of the Committee on Public Roads during this session of Congress. pp. 17493-96
10. RECLAMATION. The Interior and Insular Affairs Committee reported with amendment H. R. 12899, to authorize Interior to construct the San Luis unit of the Central Valley project, Calif. (H. Rept. 2682). p. 17510
11. RYUKYU ISLANDS. Received from the Department of the Army a proposed bill "to provide for promotion of economic and social development in the Ryukyu Islands"; to Armed Forces Committee. p. 17510

SENATE

2. SUPPLEMENTAL APPROPRIATION. Both Houses received and agreed to the <sup>second</sup> conference report on H. R. 13450, supplemental appropriation bill for 1959 (H. Rept. 2686), and acted on amendments in disagreement. This bill will now be sent to the President. pp. 17510, 17474-6, 17438-44
13. SALINE WATER. Both Houses agreed to the conference report on S. J. Res. 135, to authorize the Interior Department to construct and operate demonstration plants to produce water for consumptive uses from saline and brackish waters. This bill will now be sent to the President. pp. 17424-6, 17454.
14. DROUGHT RELIEF. Sen. Williams criticized the administration of the drought relief loan program, and commended the passage of S. 304, to require State contribution of 25% toward any such programs, which he contended should reduce program abuses. He also inserted reports, prepared by FHA, on livestock loans made in Tex. and Okla. for more than \$50,000. pp. 17377-9
5. PERSONNEL. Agreed to the conference report on H. R. 7710, to provide for the lump-sum payment of all accumulated and accrued annual leave of deceased employees. p. 17445
16. FORESTRY. The Interior and Insular Affairs Committee reported without amendment H. R. 12281, to authorize the Secretary of the Interior to exchange lands to provide for an administrative site in the El Portal area of the Yosemite National Park, including the exchange of National Forest Land (S. Rept. 2491). p. 17374
17. FARM PROGRAM. Sen. Symington inserted a speech he prepared to deliver to the Consolidated Rural Electric Cooperative, Mexico, Mo., criticizing the Administration farm policies, increased USDA budget, and REA loan review procedures. pp. 17381-3
18. SMALL BUSINESS. Sen. Fulbright inserted a statement on the effect of the Small Business Investment Act of 1958. p. 17418
19. FOREIGN AID. Sen. Williams inserted an article, "Living It Up In Laos," criticizing our foreign aid program. pp. 17419-20



20. EXPENDITURES. Sen. Bridges submitted an amendment to be proposed to H. R. 13192, the mutual security appropriation bill for 1959, to request the President to reduce the 1959 defense budget at least 2%, and reduce other Federal appropriations 4 to 10%, except for certain fixed cost items such as pensions, interest, and cooperative Federal-State programs. p. 17448
21. MINERALS. Sen. Bible expressed his disappointment over the action of the House in defeating the minerals stabilization bill. p. 17447
22. CONTRACTS. H. R. 11749, to extend the Renegotiation Act of 1951 for 6 months, was made the unfinished business. p. 17446
23. LEGISLATIVE PROGRAM. Sen. Johnson announced the mutual security appropriation bill, the public debt limit extension bill, and the bill to extend Public Law 480, will be considered today, August 22. p. 17446

#### ITEMS IN APPENDIX

24. FARM PROGRAM. Sen. Martin inserted his statement entitled, "The Progress of American Agriculture Under the Eisenhower Administration." pp. A7501-4  
Rep. Cooley inserted a statement he prepared outlining the provisions of the new farm bill, and also a summary of the principal provisions of the bill prepared by the Office of the General Counsel, this Department. pp. A7505-6  
Sen. Watkins inserted an article, "Benson Success Story--Talk of Vice Presidential Post in 1960 Expected." pp. A7528-9  
Extension of remarks of Rep. Vursell reporting to the farmers in his district as to the activities of the Congress of interest to them. pp. A7562-3  
Rep. Coad inserted a letter to the editor, "Production Balance for Farm Ills," and stated that "it is a very clear and understandable statement of what we must expect under the recently passed farm bill." p. A7580  
Rep. Hoblitzell commended and inserted an article "which points out the change in political fashion of farm legislation." p. A7591
25. MINERALS. Rep. Metcalf inserted 2 telegrams in support of S. 4036, the proposed minerals stabilization bill. pp. A7506-7, A7535  
Speech in the House of Rep. Boggs in support of this proposed legislation. p. A7606
26. MEATPACKERS. Rep. Dixon stated that S. 1356, to transfer certain functions under the Packers and Stockyards Act, is superior to H. R. 9020 and should be adopted in conference, and inserted an article on this subject. p. A7508
27. FOOD PRICES. Rep. Hagen inserted an article discussing the spread between the prices paid to farmers for farm products and those paid by the housewife in the market place. p. A7512
28. SALINE WATER. Sen. Yarborough inserted a Brownsville, Tex. resolution urging that one of the saline water research program plants be located at Brownsville. p. A7516
29. SOIL BANK. Sen. Sparkman inserted two editorials stating that the soil bank was not a long-range solution nor permanent program to deal with farm problems. p. A7590
30. NATURAL RESOURCES. Sen. Neuberger inserted an article discussing the problem of forest and rangeland fires in Alaska. pp. A7595-7



have any hearings on this proposed legislation, or similar legislation dealing with preemption across the board.

Mr. CARROLL. As a matter of fact, we spent most of our time on S. 2646, the Jenner bill, which was designed primarily to curb the appellate jurisdiction of the Supreme Court.

Mr. HENNINGS. In five areas originally; four of which were stricken in committee.

Mr. EASTLAND. Mr. President, will the Senator yield?

Mr. HENNINGS. I yield.

Mr. EASTLAND. But we went into this whole question. One facet of the proposed legislation was to curb the appellate jurisdiction of the Supreme Court. We went into the whole picture. This bill has had thorough committee hearings and through committee considerations.

Mr. HENNINGS. I do not reflect upon the chairman when I say that, in my judgment, we did not have perhaps as thorough a discussion of it as we should have had.

Mr. EASTLAND. I am sure we could not do anything to convince the distinguished Senator from Missouri. He has his point of view. The Senator from Mississippi has his point of view. The record speaks for itself, and I think the record is a full answer to the objection that there have been inadequate hearings.

Mr. HENNINGS. I think it might be observed, too, that the Committee on the Judiciary handles something like 54 percent of the legislation which comes to the floor of the Senate. I alone happen to serve on 9 subcommittees of that committee, and I am chairman of 3 of them. Other Senators may have more subcommittees than I have. It is a very busy, very hard-working committee. Whether there is adequate or sufficient discussion on one matter or not oftentimes depends on the time element. We do not have an opportunity at times to do all the things we would like to do. But this fact does remain, and I should like to emphasize this point again, there is no doubt whatever in the minds of any Member of this body that there were no hearings held upon the proposed legislation as it is before us for consideration today. Any lawyer may have read widely upon any aspect of his professional interest, and he may have discussed the subject and attended hearings and taken part in hearings; but as to the question of adequate hearings, again I say, in my judgment—and again I respectfully differ with the chairman of the committee—hearings were not held on the proposed legislation before the Senate today.

Mr. CARROLL. Mr. President, will the Senator yield?

Mr. HENNINGS. I yield.

Mr. CARROLL. Is it not true that the Senate Judiciary Committee did not consider H. R. 3, but reported S. 337? The best evidence of the treatment we gave S. 337 is a report comprising about 300 pages, which does not in any wise go into the serious and involved economic problems which the Senator from Missouri is discussing.

As a matter of fact, even in that bill, which has now been abandoned in favor of H. R. 3, the Senator from Wyoming inserted the words "hereafter enacted," in order to strike out the retroactivity of S. 337.

So I think the record is clear that there has been only a cursory examination and consideration given to this important pending legislation.

Mr. EASTLAND. Mr. President, will the Senator yield?

Mr. HENNINGS. If the Senator will excuse me to make one observation in connection with this matter, then I shall be glad to yield.

It is not the function of the Congress to legislate only where there is a need for legislation. It seems to me that in the field of preemption we have not established a real demand or need for this legislation. I think able lawyers who are proponents of it, on reflection may even agree we know not where we are going in the future should the bill be enacted in its broad sense, as embodied in the McClellan amendment.

Mr. EASTLAND. Mr. President, will the Senator yield?

Mr. HENNINGS. I yield now.

Mr. EASTLAND. The distinguished Senator knows that frequently, after committee hearings, an entirely new bill develops and comes out of committee from the one which was introduced.

Mr. HENNINGS. Many, many times that is true.

Mr. EASTLAND. In this case the entire question was gone into very, very carefully in hearings on the Jenner-Butler bill. In fact, as I recall—I do not want to be held to the accuracy of this statement, but as I recall—the hearings on the Jenner-Butler bill and the Bridges bill were combined.

Mr. HENNINGS. May I inquire in what respect the Senator suggests that the so-called Jenner-Butler bill dealt with preemption?

Mr. EASTLAND. I say, as I recall—

Mr. HENNINGS. The gravamen of this proposed legislation is preemption.

Mr. EASTLAND. I understand. As I recall, the hearings on the Bridges bill and the Jenner-Butler bill were combined. I can be mistaken about that, but that is the way I recall.

Mr. HENNINGS. I do not wish to be invidious in this statement, but the RECORD certainly should reflect that when the so-called Jenner bill first came before the Committee on the Judiciary it developed upon the senior Senator from Missouri to ask what sort of hearings had been held and what the nature of those hearings had been. It developed if I mistake not, that one witness, a member of the committee, the author of the bill, and a member of the staff of the Committee on the Judiciary were the ones who testified at the hearing.

Mr. EASTLAND. What the distinguished Senator says is absolutely correct; and on motion of the distinguished senior Senator from Missouri, the bill was recommitted to the subcommittee, and extensive hearings were held on that bill, and on the very principals involved here.

Mr. HENNINGS. May I again inquire of my friend, the learned and able chairman of the Committee on the Judiciary, whether any hearings were held with respect to preemption or the preemption doctrine in connection with the Jenner-Butler bill.

Mr. EASTLAND. There were some witnesses, as I recall, who testified on the Bridges bill, which, of course, deals with the doctrine of preemption. That is what I recall.

Mr. HENNINGS. I understood the Senator from Mississippi to say that in connection with the Jenner-Butler bill there had been some discussion and some hearings relating to the doctrine of preemption, or the theory of preemption.

Mr. EASTLAND. Yes.

Mr. HENNINGS. The bill itself has nothing to do with preemption.

Mr. EASTLAND. The committee made the Bridges bill one section of the Jenner-Butler bill.

Mr. CLARK. Mr. President, will the Senator yield for one question?

Mr. HENNINGS. Has the distinguished Senator from Mississippi concluded?

Mr. EASTLAND. Surely.

Mr. HENNINGS. I yield to the Senator from Pennsylvania.

Mr. CLARK. I would be grateful if my good friend from Mississippi would listen to the question. I ask this purely for the purpose of obtaining information.

Am I correct in my understanding that the only hearings held before the committee with respect to the doctrine of preemption were confined to the Steve Nelson case and preemption in the field of security legislation of the States?

Mr. HENNINGS. I am satisfied that is the case. I stand to be corrected if it is not true. Of course, we know that the celebrated Steven Nelson case in all likelihood generated H. R. 3, or was one very important factor in the generation of the bill.

If I recall that case correctly—and I believe I do, because I have read it and studied it—it was a decision of the Supreme Court of the State of Pennsylvania. The Supreme Court or the highest tribunal of the Commonwealth of Pennsylvania held that the State laws did not apply in the Nelson case. The Supreme Court of the United States affirmed the finding of the Supreme Court of Pennsylvania.

If we are going to talk about the United States Supreme Court undertaking to seek aggrandizement by occupying this field, we must remember that the Supreme Court of the State of Pennsylvania was the court which laid down the principle in the Steve Nelson case. Upon appeal to the Supreme Court of the United States, the Supreme Court of the United States affirmed the decision of the Supreme Court of Pennsylvania.

The distinguished former mayor of the city of Philadelphia, the junior Senator from Pennsylvania, probably knows something about that case and knew something about it at the time it was tried. No doubt the Senator has studied the case I ask for his confirmation as to



whether the facts as I have cited them are substantially true.

Mr. CLARK. That is of course my understanding. Steve Nelson was a resident of Pittsburgh and not of Philadelphia.

Mr. HENNINGS. Since the Senator is a Pennsylvanian, he knows about the case in detail.

Mr. CLARK. Yes. We discussed the case at length on the floor yesterday.

Mr. EASTLAND. Mr. President, will the Senator yield?

Mr. HENNINGS. I yield to my friend from Mississippi.

Mr. EASTLAND. The distinguished Senator knows that after hearings in which we went into the preemption doctrine, as I recall, the committee wrote preemption provisions into the bill. Not one time before the Judiciary Committee did the Senator from Missouri or any member of the Judiciary Committee who opposed the bill raise the question that there had been inadequate hearings. Not one time was that question raised in the committee.

Mr. CARROLL. Mr. President, will the Senator from Missouri yield?

Mr. HENNINGS. I will say to the Senator from Mississippi that, as the Senator knows, I have objected rather consistently to many bills because of lack of hearings. Only last week I raised objection to a deportation bill.

I cannot recall specifically and I would not want to misinform the Senate, but as I recall, the question of preemption which came before the Judiciary Committee—and I stand to be corrected, if wrong—related only to the field of subversion or sedition, and did not cover the broad spectrum and scope which the proposed legislation now before us seeks to embrace.

Am I correct in that understanding?

Mr. EASTLAND. I did not hear the entire statement of the Senator; I am sorry.

Mr. HENNINGS. I suggested that the hearings which were held related only to the question of sedition and not the broad field attempted to be covered under the mantle laid down in the pending amendment, which is in all respects H. R. 3.

As to the objections, I have no independent recollection. I recall that we have considered many measures in the committee, and I have objected to perhaps more than my share of them because of inadequate hearings, because of what I thought to be insufficient consideration of the matters, and also because I think the Committee on the Judiciary is charged with a high and solemn responsibility to come to the Senate and act responsibly after full and complete hearings and after thorough deliberation.

I think the Senate of the United States has a right to look to the Judiciary Committee for legal guidance; and it has a right to know, to believe, and to have confidence that the committee—whether the Senate agrees with the committee or not—has at least given thorough consideration to things which affect the very future of this country, its economic life and its political institu-

tions, to an extent which we cannot at this time predict or foresee.

Mr. KEFAUVER. Mr. President, will the Senator yield?

Mr. HENNINGS. I yield to the Senator from Tennessee.

Mr. KEFAUVER. My position in respect to the proposed legislation is that if it were confined to statutes hereafter enacted, and also restricted to the fields of crime and sedition, I would be in favor of its passage.

Mr. HENNINGS. If I may interrupt for a moment, I take it the Senator is not in favor of a broadside approach into realms where angels would fear to tread. We do not know where we may end if we adopt this amendment. Is that not substantially true, under all the circumstances?

Mr. KEFAUVER. The Senator is correct. I am particularly fearful of the application of the bill in so far as transportation is concerned, and the effect upon railroads, airlines, trucking companies, and the many fields in which there may be operations under two sets of statutes. The people have to know under what law they are supposed to operate.

In this connection I note a very pertinent statement by Mr. Walsh, the Deputy Attorney General, who testified before the House committee:

Mr. WALSH. That is not an assault on a constitutional provision but when a bill attempts to encompass 150 years of jurisprudence in two sentences, then I think brevity might be an assault on a statute.

The committee members and Mr. Walsh were discussing how long it would take to examine all the State statutes to see which ones would be preempted by the new interpretation.

Mr. HENNINGS. How long did they conclude it would take?

Mr. KEFAUVER. I will read what Mr. Walsh said.

Mr. HENNINGS. I would say it would be an incalculable time.

Mr. KEFAUVER. Mr. Walsh said:

I would say that this job you are suggesting for the Department of Justice is not one for a week, a month, or a year. There will be many years involved in such a job.

During that period, this bill would be in effect and private persons would be sued and would be suing each other in trying to reassert their rights which they viewed as changed under this bill.

Let each change of the law come after a period of study. The preservation of State activities is worth enough to consume all of that time. If we can relieve the Federal agencies of the strain of petty, internal regulation so that they can concentrate on truly national problems, it is worth all of the hours that we put into it. Do not change the law before we do that. Let us do that and then change the law piece by piece as we go along.

If there ever was a piece of legislation which should have some real hearings and consideration, it is this. No one knows what confusion might be caused in the field of property rights.

Mr. HENNINGS. What would the Senator suggest in the way of legislation to regulate railroads if the States were to enact their own regulations? A train going across the continent passes through

several States. The regulations would have to be somehow adjusted to fit each State as the train crossed the line.

Mr. KEFAUVER. That is set forth by Mr. Gregory S. Prince, vice president and general counsel of the Association of American Railroads, in a letter which was printed in the House proceedings. He says that this bill, H. R. 3, might lead to the establishment of different rates on a single commodity, depending upon the action of State courts and juries as to a reasonable rate; second, in connection with penalties, many antiquated State laws are in existence which would have application to interstate rail transportation service.

He discusses safety appliances, locomotive inspection, and hours of service. People would never know under which law they were supposed to operate. The State would have one set of regulations and the Federal Government would have another. Such regulation would affect locomotives, trains, airplanes, and trucks. So until a detailed study had been made of all the retroactive factors, people could be sued and penalized without any fault on their part.

Mr. HENNINGS. The Senator is eminently correct.

Mr. President, I think the debate has been most adequate. For that reason I shall not continue, in the interest of saving time. I believe the Senator from Colorado [Mr. CARROLL] is about to renew his motion to recommit the bill. Before that is done, I promised to yield to the distinguished Senator from New Mexico [Mr. ANDERSON] for the presentation of a conference report.

#### CONSTRUCTION BY DEPARTMENT OF INTERIOR OF DEMONSTRATION PLANTS—CONFERENCE REPORT

Mr. ANDERSON. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the joint resolution (S. J. Res. 135) providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The legislative clerk read the report. (For conference report, see House proceedings of August 19, 1953, pp. 16981-16982, CONGRESSIONAL RECORD.)

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. ANDERSON. Mr. President, the conference report was unanimously agreed to by all the conferees.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.



Mr. ANDERSON. Mr. President, I ask unanimous consent that a statement dealing with the saline water demonstration program be printed in the RECORD at this point as a part of my remarks.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

STATEMENT ON CONFERENCE REPORT—S. J. RES. 135 SALINE WATER DEMONSTRATION PROGRAM

In connection with the adoption of the conference report on Senate Joint Resolution 135, to authorize a saline water demonstration program, I desire to make a few comments as part of the legislative history on the measure.

First, President Eisenhower commented that new horizons were opening in the desalting of water in his address on Mideast problems before the United Nations General Assembly in New York on August 14. I attach an extract from his address at the conclusion of this statement.

Next, I reiterate the view expressed on the floor of the Senate repeatedly that the saline water conversion demonstration program provided for by Senate Joint Resolution 135 is the most important step in the national water program since the enactment of the Reclamation Law in 1902. The seawater desalting program and the treatment of brackish water at economical cost has national significance as well as international potentials that run the gauntlet from domestic and industrial rises in this country to a place as an instrument for peace and rehabilitation overseas. We must bear in mind that by 1975, the United States with a population of upward of 200 million persons will be faced with fresh water shortages for domestic, industrial, agricultural, and national defense purposes in many vital population centers and agricultural areas.

Senate Joint Resolution 135 sets the stage for tackling the problem of achieving economical means of desalting seawater in the coastal areas and treating brackish water in the interior.

The modest sum of \$10 million is authorized for the construction of not less than 3 seawater desalting plants and 2 brackish water treatment plants. Each plant is to demonstrate a different process.

Responsibility is placed squarely on the shoulders of the Secretary of the Interior to implement the demonstration program promptly and effectively. Use of funds already appropriated is authorized for the employment of consultants and experts to pave the way for a decision by the Secretary as to the first plant within 6 months after the resolution is approved. A decision as to each of the other plants is to be made by the Secretary at 3-month intervals. Construction of the first demonstration plant should be underway within a year. All of us have confidence that the present Secretary of the Interior (Fred A. Seaton) a former distinguished Member of the Senate, will perfect an organization directly under him to expedite this program. We look to him for prompt and effective action.

The conferees agreed that the Congress should maintain surveillance of the program by requiring the Secretary to report promptly on each decision with respect to the type of process selected.

The principal change made in the resolution in conference is the omission of a demonstration plant in the Virgin Islands as a feature of the program. A salt water distillation plant is authorized for St. Thomas under H. R. 12226, which is now in conference.

I desire to pay tribute to the cooperation of the cosponsors of Senate Joint Resolution 135, the Senator from South Dakota [Mr. CASE], the Senator from California [Mr.

KUCHEL], and the Senator from Wisconsin [Mr. WILEY].

In the House of Representatives the leadership of House Interior Committee: chairman, Representative CLAIR ENGLE, of California; Representative WAYNE ASPINALL, of Colorado, and their colleagues, contributed to the initiation of the program.

In addition to the excerpt from the President's United Nations address, I attach hereto the following news story by James Reston from the New York Times of August 14, entitled "President Hints at Gains in Sea Water Conversion," and an editorial from the New York Daily News of August 11, entitled "Fresh Water From the Sea."

(The material referred to is as follows:)  
[From the New York Times of August 14, 1958]

PRESIDENT EMPHASIZES IMPORTANCE OF SALINE WATER CONVERSION—EXTRACT FROM PRESIDENT EISENHOWER'S ADDRESS TO THE UNITED NATIONS GENERAL ASSEMBLY ON MIDDLE EAST PROBLEMS IN NEW YORK, WEDNESDAY, AUGUST 13

I would hope that high on the agenda of this institution would be an action to meet one of the major challenges of the Near East, the great common shortage—water.

Much scientific and engineering work is already underway in the field of water development. For instance, atomic isotopes now permit us to chart the courses of great underground rivers. The new horizons are opening in the desalting of water. The ancient problem of water is on the threshold of solution. Energy, determination, and science will carry it over that threshold.

[From the New York Times of August 14, 1958]

PRESIDENT HINTS AT GAINS IN SEA WATER CONVERSION  
(By James Reston)

WASHINGTON, August 13.—The United States Government is making genuine and even exciting progress in reducing the cost of desalting sea water and purifying brackish inland water.

This explains President Eisenhower's brief but fascinating statement to the United Nations today that the ancient problem of ending the world's water shortage is on the threshold of solution.

The experts here on the subject wish the President had used a different metaphor. They say it will be a long time before the waters of the sea can be harnessed to turn the deserts of the Middle East into the fertile lands of Biblical times. But atomic energy and new processes and machinery are now carrying the water conversion experiments from the laboratory into the realm of practical industrial and agricultural uses.

PROBLEM ONE OF EXPENSE

At the present, land-based units convert about 15 million gallons a day of sea water or brackish water into fresh water. Two of these units, capable of converting 5 million gallons a day, are situated in the oil-rich sheikdom of Kuwait on the Persian Gulf. But these units, like the sea-conversion plants on ocean liners, are immensely expensive.

The problem has been to reduce the cost of conversion from about \$1.75 per thousand gallons to 50 or 75 cents, and Washington officials think this may be achieved within 5 years.

Atomic science is improving the prospect in three ways. President Eisenhower referred to one of them today. He noted that atomic isotopes were being used to chart the course of great underground rivers so they can be tapped more effectively.

Dr. R. B. Mesrobian, of the center of research and engineering of the Continental

Can Co. of Chicago, has demonstrated that a small amount of radioactive material injected into underground streams can be followed by instruments above ground as it courses in the water below the earth. He will explain the results of his experiments in the forthcoming atomic-energy conference in Geneva.

Recently, too, the Office of Saline Water of the Department of the Interior, and the California division of water resources signed a contract with the Fluor Corp., of Whittier, Calif., for a study of a combination nuclear-reactor saline water conversion plant. It is hoped that this reactor will provide cheaper energy for the evaporation of sea water in what is called the electrodialysis process.

This process is the one totally new concept developed in recent years for the conversion of saline water. The Netherlands has been particularly successful in developing this system.

A 2,800,000-gallon-a-day plant of this type is under construction in South Africa. The United States Government has purchased similar experimental equipment from the Netherlands for use in the laboratories of the Bureau of Reclamation in Denver.

DETAILS OF PROCESS

The Department of the Interior explains the process as follows:

When most salts are dissolved in water, the solution contains submicroscopic electrically charged particles, called ions, in suspension. If an electric current is passed through such a solution, the ions having a positive charge will move by the electrical force of attraction to the negative source of current. Conversely, the negatively charged ions will move to the positive source of current.

This process makes the separation of the two types of ions more effective by using plastic ion exchange membranes. These membranes are made of a combination of plastic materials, some of which are particles carrying a positive charge.

This plastic sheet, or membrane, is impervious to water, but if it is placed in a salt solution, the positive ions can pass through the positive membrane under the driving force of electricity, but the negative ions of the solution cannot.

Conversely, a membrane made of negatively charged particles will permit the negatively charged ions from the solution to pass through but not the positive ions.

Thus a pair of these ion exchange membranes, one negative and the other positive, can form a cell. If salt water is placed between them and an electric current is applied across them, the positive and negative salt ions will move through the respectively charged membranes, leaving a less salty water in the middle and saltier water on the outside of the membranes.

By stacking these cells and repeatedly passing the water through the membranes, the salt, or brackish, water can be purified. Also, it is understood that if the membranes are so constructed as to include certain radioactive materials, the electrical current necessary will be reduced to about one-third.

Some officials here have been saying for years that exploitation of these new processes would not only help the United States solve its growing water shortage in the West, but would also dramatize Washington's effort to put its scientific knowledge to peaceful uses in the underdeveloped areas of the world.

Unfortunately, Congress has not always shown such enthusiasm for the project. Since 1952, when the experiments started in the Department of the Interior, the appropriation requests have been cut on an average of 20 percent.

Only in the last few days, however, Congress has voted \$10 million to the Department of the Interior for the construction of



5 demonstration-production plants, 3 for conversion of sea water, and 2 for the conversion of brackish water.

This is more than tenfold the annual appropriations of the past and thus the program is beginning to make real progress. Even so, much more can be done. For example, while the Federal Government is to get \$10 million for development of these new plants, California alone has planned an \$11 billion investment in developing its water resources.

[From the New York Daily News of August 11, 1958]

#### FRESH WATER FROM THE SEA

Twice in the last 15 months, House committees have complained that the Department of the Interior (Fred A. Seaton, Secretary) is dragging its feet as regards studying cheap methods of turning sea water into fresh water.

Congress in 1952 set up the Office of Saline Water in the Interior Department, and since then has given it \$2,850,000 for its researches.

We imagine the fact that House committees these days are controlled by Democrats, while the Interior Department is run by Republicans, has something to do with the bitterness of the committees' attacks on Mr. Seaton and his colleagues.

Be that as it may, the fresh-water problem in the United States is getting more serious all the time.

In one way or another, we use between 20 and 25 gallons of water per person per day. Industry uses enormous quantities (to make 1 ton of steel, you need 65,000 gallons of water), and agriculture soaks up almost as much as industry.

Altogether, Americans use about 250 billion gallons of water a day; and it is estimated that the figure will be 600 billion a day by 1980.

There are, of course, ways to take the salt and other impurities out of sea water and make it drinkable.

You can do the trick by simply boiling the sea water and condensing the steam that comes off it. Or you can freeze it, and the resulting ice will be salt-free—as icebergs are.

#### THE COST PROBLEM

Then, there is the so-called electrodialysis process, whereby impurities are eased out of salt water by electrical methods too complicated to describe here.

Up to now, all these devices are pretty expensive. But progress at cutting costs is being made.

The Maxim Silencer Co., of Hartford, Conn., claims to have developed a distillation system which can supply fresh water from the sea at around 20 cents per 1,000 gallons—fairly expensive, but not prohibitive.

A couple of research outfits at Harbor Island, N. C., think they are in sight of a 25 to 50 cents per 1,000-gallon price.

Other scientists are at work on the problem—notably Dr. LeRoy A. Bromley, of the University of California, who believes a new distillation process which he has dreamed up will eventually produce fresh water from the sea in large quantities at 25 cents to 50 cents a 1,000 gallons.

So it looks as if the cost problem will be solved sooner or later. The sooner the better, considering the large number of communities which have had to ration water from time to time, particularly during last summer's bad northeastern drought.

If Congress wants to be helpful in the matter, it can speed action on a bill which has already passed the Senate.

This measure authorizes the above-mentioned Interior Department to spend \$10 million on 5 new water-conversion plants—4 in this country and 1 in some possession of ours; perhaps the Virgin Islands.

We imagine that with that kind of money and encouragement, the Interior Department would really get cracking. How about giving it the chance to do so?

Mr. JOHNSON of Texas. Mr. President, will the Senator yield?

Mr. ANDERSON. I yield.

Mr. JOHNSON of Texas. I wish to commend the Senator for his activity in this field, and the very excellent work he has done. I am hopeful that the legislation will be promptly enacted.

I ask unanimous consent to have printed in the RECORD at this point a very brief statement which I have prepared on the subject.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

#### STATEMENT BY SENATOR JOHNSON OF TEXAS

Construction of saline water conversion plants and brackish water conversion plants will contribute greatly toward a solution of the Nation's water problems.

Texans can particularly appreciate the significance of successful water conversion. We are long on floods and short on water in my home State. We have 370 miles of coastal area, but the cities along the coastal plain are hard pressed to provide water for municipal and industrial needs. We have an inland water area of 3,826 square miles, but runoff from these streams is 85 percent, and what remains is frequently brackish.

Conversion plants designed to demonstrate the reliability and the engineering, operating and economic potentials of the processes are essential to the orderly development of our resources. Successful and economical conversion of sea and brackish waters would mark a tremendous advance for us in the work we have been doing to fulfill our industrial, municipal, and agricultural water obligations.

Mr. ANDERSON. Mr. President, in passing the joint resolution the House inadvertently changed one of the numerals from "1952" to "1956." The Parliamentarian tells me that the easiest way to handle the situation is by way of a Senate concurrent resolution, which I now submit, after conferring with the majority and minority leaders. I ask unanimous consent for its immediate consideration.

The PRESIDING OFFICER. The concurrent resolution will be read.

The concurrent resolution (S. Con. Res. 121) submitted by Mr. ANDERSON was read, as follows:

*Resolved by the Senate (the House of Representatives concurring), That the Secretary of the Senate be, and he is hereby, authorized and directed, in the enrollment of the joint resolution (S. J. Res. 135) providing for the construction by the Department of the Interior of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses, to strike out, in the language agreed to by the conferees on House amendment numbered 15, in the second sentence beginning with the word "Unobligated", the numeral "1956" and in lieu thereof insert "1952."*

The PRESIDING OFFICER. Is there objection to the present consideration of the concurrent resolution?

There being no objection, the concurrent resolution was considered and agreed to.

Mr. ANDERSON. Mr. President, I thank the Senator from Missouri [Mr. HENNINGS] for yielding to me.

Mr. HENNINGS. In turn, I compliment and commend the distinguished junior Senator from New Mexico for the indefatigable effort which he has shown in this field, which characterizes all his activities in this body. It is a pleasure to yield to him for the important business which he has brought before the Senate.

#### ENFORCEMENT OF STATE STATUTES PRESCRIBING CRIMINAL PENALTIES FOR SUBVERSIVE ACTIVITIES

The Senate resumed the consideration of the bill (S. 654) to amend title 18, United States Code, to authorize the enforcement of State statutes prescribing criminal penalties for subversive activities.

Mr. CARROLL. Mr. President, will the Senator from Missouri yield to me?

Mr. HENNINGS. The Senator from Colorado has asked me to yield to him. I have nothing further to say. I am preparing to yield the floor in order that the motion to recommit the bill may be renewed. Are there any other Senators who desire recognition before I yield?

Mr. CARROLL. Mr. President, I have a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. CARROLL. What is the pending business before the Senate?

The PRESIDING OFFICER. The question is on the motion of the Senator from Colorado [Mr. CARROLL] to recommit the bill to the Committee on the Judiciary.

Mr. CARROLL. Mr. President, I understand there are to be comments on this subject. I shall withhold my comments, and I thank the Senator from Missouri.

Mr. HENNINGS. Mr. President, if there is to be extensive debate on the question, I have considerable more material that I desire to submit in addition to what I have already presented. May I have the attention of the majority leader, please? In conformity with what I understood to be a general understanding between the opponents and the proponents of the amendment, I expected no further debate, but if there is to be further debate, I myself have considerable in the way of additional comments to make, which would require at least an hour and a half.

Mr. JOHNSON of Texas. Mr. President, I can speak for no other Senator, but I can speak for myself. I should like to reach a vote as early as possible. The Senator from North Carolina [Mr. ERVIN] indicated that he had a brief statement of 4 or 5 minutes to make. I assume the Senator from Arkansas [Mr. McCLELLAN] has a statement to make.

Mr. HENNINGS. It is not my desire to foreclose any Senator who desires to present his views. I may say to the distinguished majority leader, as I said last night before moving to table the McClellan amendment.



I will pass over the fact that none of the five-star admirals and generals has, to my knowledge, publicly campaigned for these perquisites for themselves.

The important and highly relevant fact, it seems to me, is that the permanent rank of these officers—whether on active or inactive duty is quite incidental—was established by statute either prior to or coincident with the granting of these perquisites.

I am not aware of any corresponding statute conferring the permanent rank of President, or, as Mr. Truman prefers, of Commander in Chief, upon the temporary occupants of the White House.

Finally, Mr. Speaker, I direct the attention of the House to Mr. Truman's tart comment, in the same interview, relative to criticism of the use which might be made of the office staff allowance. Mr. Truman is quoted as saying—and I have reduced the voltage of his remark somewhat—"I would use it anyway I please."

I will merely say of this that in the debate on July 30 I did envision the possibility of some future President taking such an attitude. Obviously, my timing was off so far as my forecast on this score was concerned.

Mr. GUBSER. Mr. Speaker, will the gentleman yield?

Mr. JOHANSEN. I yield to the gentleman from California.

Mr. GUBSER. I am sure the gentleman has heard a great many allegations both here and in the other body regarding perversion of our Constitution. The gentleman knows that the power of this Government is in the hands of the legislative, executive, and judicial branches. The Constitution says not a single word or even mentions a fourth branch. This legislation will create a fourth one and will be an additional perversion of the spirit of the Constitution.

Mr. JOHANSEN. In my judgment it would be, and particularly in light of the statement of Benjamin Franklin at the time of the Constitutional Convention that it was the good fortune of those who, having served as President in the role of servant, would upon their retiring return to the rank of the rulers.

Mr. MURRAY. Mr. Speaker, I yield 5 minutes to the gentleman from Iowa [Mr. GROSS].

(Mr. GROSS asked and was given permission to revise and extend his remarks.)

Mr. GROSS. Mr. Speaker, this is the first time that I have been able to ascertain the real purpose of this legislation, to whom it is directed, who wants it, who needs it. We tried when the bill was previously before the House, to find out for whom this bill was designed, and nobody seemed to want to say. We tried in the committee before that to find out for whom this legislation was necessary. Nobody could tell us.

Today we learn that it is for ex-President Truman, and we saw the interesting spectacle of a couple of Democrats here in the well of the House trying to outtalk each other on the subject of who opposed him the most while he was President. I opposed him, too,

but I am not going to get into that competition because I would be outclassed as between those two Democrats.

The gentleman from Tennessee [Mr. MURRAY], chairman of the committee, said this is a compromise. The distinguished minority leader, the gentleman from Massachusetts [Mr. MARTIN], says this is a watered-down version of the House bill. It is neither. It is neither a compromise nor a watered-down version; this is the worst kind of surrender on the part of the House conferees.

The House approved a bill that provided \$25,000-a-year pensions for ex-Presidents and \$10,000 for widows. It went over to the other body and the conferees loaded it with everything the House turned down. So it is not a compromise; not a watered-down version; it is an abject surrender on the part of the House conferees.

The distinguished Speaker spoke of the pensions for Members of Congress. If I remember correctly, I am making a substantial contribution out of my pay check every month to this pension fund, and I do not recall anything in the pending bill that provides that any former President put up any money of any kind.

Yes; I learn for the first time today that this bill is for the benefit of Harry Truman who recently with his family disposed of some 220 acres of land adjacent to the Grand View (Mo.) Air Base which was conveniently located there when he was President, at a cost of some \$30 million. He joined in disposing of 220 acres of farm land that is to be converted into what I understand is to be known as Truman Corners, with a shopping center, and a residential subdivision.

It is interesting to note that Congress, with a deficit of from \$10 to \$13 billion staring it right in the face; with the Treasury confronted with extreme difficulty in refinancing \$120 billion worth of Government securities, is prepared to provide a nice fat pension, a staff, unlimited free mailing privilege, and a plush office for former President Harry S. Truman, who also bought in on an oil well deal down in Alabama not long ago.

Mr. Speaker, I do not intend to belabor this issue except to say that if this conference report is approved, I will not be surprised if a campaign is started across the country entitled "Bundles for Ex-Presidents."

Mr. MURRAY. Mr. Speaker, I yield 1 minute to the gentleman from Minnesota [Mr. JUDD].

Mr. JUDD. Mr. Speaker, some are opposed to this conference report because they say neither of our two living ex-Presidents need this pension and the accompanying perquisites. I believe that to be the fact. I certainly hope that neither of our living ex-Presidents is in need of this particular bill and the benefits under it. Mr. Speaker, that is all the more reason why we should adopt it at this time. Some day it may be that an ex-President will need it. We should do it now, not as a special grant to any particular individual but as a matter of principle for all time. We should do it because it is in keeping with the stature

and dignity of the office of the President of the United States. We ought to do it because it is in keeping with our own dignity.

Mr. MURRAY. Mr. Speaker, I yield 3 minutes to the gentleman from Kansas [Mr. REES].

Mr. REES of Kansas. Mr. Speaker, our distinguished Speaker has advised that he is distressed concerning this legislation. I am also distressed. It is with regard to pressure exerted for this measure.

I regret indeed I am not in agreement with the leadership in the House who are in support of this conference report. This legislation comes at a most inopportune time. We are within a few days of adjournment. Even so, this bill seems to be a "must" before the House adjourns.

A few days ago the House considered a Senate bill which provided for \$25,000 a year for retirement benefits of former Presidents and \$10,000 a year for their widows; also, approximately \$100,000 for clerical hire and secretarial work, together with free office space and unlimited use of franked postage.

The House struck out all the benefits except the \$25,000 for retirement benefits and \$10,000 for widows of former Presidents.

The members of the conference committee, except myself, agreed to the proposal you are considering today. This proposal provides retirement benefits of \$25,000 per year for former Presidents and \$10,000 per year for their widows; also, \$50,000 for clerk hire; also, free office space; also, free use of franked postage. I voted against the proposal and reserved the right to express my opposition to this measure today.

If you vote for this proposal, you approve not only \$25,000 a year for former Presidents and \$10,000 for their widows, but you add \$50,000 a year for clerk hire, making \$75,000 a year, and you are going to add, also, the cost of office space and furnishings and unlimited use of franked postage.

Let me repeat, if you believe the House was right only a few days ago, then you will vote against the conference report, but if you vote for the report, you are going to vote for \$75,000 for former Presidents, together with free office space and unlimited use of postage.

I think the American people want to be fair with former Presidents, but in view of present conditions and circumstances, I do not believe they favor such examples of expenditure at the present time.

I just cannot go along with this proposal. It will cost a total of almost \$100,000 a year. I really do not believe our former Presidents expect us to vote this legislation. Certainly not now. I think I should add with reference to so-called pressures, none of them—for or against the legislation—came from outside of Washington.

Mr. MURRAY. Mr. Speaker, I ask unanimous consent that all Members may be granted permission to revise and extend their remarks.



The SPEAKER. Is there objection to the request of the gentleman from Tennessee?

There was no objection.

Mr. DENNISON. Mr. Speaker, the concept of a pension for ex-Presidents of the United States is one of which I approve. I am disturbed, however, by the fact that the House conferees on S. 607 have departed from that concept and have permitted the inclusion of fringe benefits which were not in the House version as originally passed. I believe this Nation has a responsibility to its greatest public servants, the Presidents of the United States, and I support every move to see that after their service to this country they shall not be in want. However, I am not convinced that it is the responsibility of the American people or the duty of Congress to provide an ex-President or any other retired public servant with benefits beyond an amount equal to reasonable living expenses. Before we extend additional benefits such as an unlimited franking privilege, free office space and a free staff, serious study should be given to the full implications of such a move.

Mr. GRIFFIN. Mr. Speaker, when this bill was before the House a week or so ago, I voted in favor of the rule which allowed this measure to come on the floor for consideration.

During the course of that debate we wisely adopted an amendment striking out provisions of the bill providing former Presidents with a staff of clerical assistants and the free-mailing privilege. I supported this amendment. We retained in the bill the provision for a \$25,000-a-year pension for former Presidents.

I believe that the pension provision is sound and should have been enacted a long time ago. However, I do not believe it would be wise or justified to set up a Federal bureaucracy around the nonexistent office of former President.

The SPEAKER. The question is on the conference report.

Mr. JOHANSEN. Mr. Speaker, on that I demand the yeas and nays.

The yeas and nays were refused.

The question was taken, and the Speaker announced that the yeas had it.

So the conference report was agreed to.

Mr. GROSS. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER. The Chair would hold, in strict compliance with the rules of the House, the gentlemen would be too late, because the Chair had announced his decision that the conference report had been agreed to.

A motion to reconsider was laid on the table.

#### DEMONSTRATION PLANTS FOR PRODUCTION OF WATER

Mr. ASPINALL. Mr. Speaker, I call up the conference report on the resolution (S. J. Res. 135) providing for the construction by the Department of the Interior of demonstration plants for the

production, from saline or brackish waters, of water suitable for agricultural, industrial, and municipal, and other beneficial consumptive uses, and I ask unanimous consent that the statement on the part of the managers of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

There was no objection.

The Clerk read the statement.

(For conference report and statement see proceedings of the House of August 19, 1958.)

(Mr. ASPINALL asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. ASPINALL. Mr. Speaker, a question has been raised concerning the effect of the conference committee amendment to section 6 of Senate Joint Resolution 135. Specifically, the question is whether the second sentence of that amendment contains a limitation on expenditure of funds for travel purposes. My answer is that it does not contain such a limitation and was not intended to do so. All that the amendment does is to insure that funds already appropriated for carrying out the saline-water program shall be available for getting this new aspect of the program under way. It is a means of permitting necessary expenses for initial administrative and technical services to be met pending consideration next year of a regularly submitted appropriation request for this work. Travel is sometimes a necessary part of such expenses. It would probably not have been necessary to include specific mention of travel, but it seemed desirable to make our intent 100-percent clear—namely, that there should be no excuse for not getting the program off the ground on even a faint argument that moneys were not available for travel expenses. The amendment does not specify the amount to be available for this purpose but leaves this to the reasonable judgment of the Secretary of the Interior.

The SPEAKER. The question is on the conference report.

The conference report was agreed to.

A motion to reconsider was laid on the table.

#### DOMESTIC MINERALS BILL OF 1958

Mr. ROGERS of Texas. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill (S. 4036) to stabilize production of copper, lead, zinc, acid-grade fluor spar, and tungsten from domestic mines.

The motion was agreed to.

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill S. 4036, with Mr. EVINS in the chair.

The Clerk read the title of the bill.

The CHAIRMAN. When the Committee rose on yesterday, the Clerk had read down to and including line 4 of the bill.

The Clerk will report the first committee amendment.

The Clerk read as follows:

Page 1, line 4, strike out "Stabilization".

The committee amendment was agreed to.

Mr. TABER. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, now we are up against a lot of pressure. Pressure has been swelled; thinking people cannot be influenced by pressure. I hope this House will do some thinking on this bill.

I have found out overnight that this copper situation is rolling along and that they are working 6 days a week. Developments have come about in the use of copper in such things as sewage lines, and that sort of thing, because they can handle that stuff to so much better advantage with copper. Copper is something that will last longer than the other metals. So that these people are just rolling at the present time. I suppose that we ought to provide a subsidy for those who are rolling, rather than to try to use our heads and approach this matter from an intelligent standpoint.

Frankly, I cannot go along with any scheme that provides so many varieties of subsidies. The trouble with the whole situation is that if we are going to provide a subsidy for all these things that are provided for in this bill, we are going to have to spread ourselves out. We are going to have to provide subsidies for every single item of consumption in the United States, and we will be completely bankrupt before we get through with that kind of an operation.

Let us show some capacity to stand up and do our legislating on its merits, and try not to do it on the basis of pressure and influence.

Mr. PILLION. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield to the gentleman from New York.

Mr. PILLION. I have here a report from the Bureau of Mines dated February 1958, in relation to one metal in this bill; and the other metals are pretty much in the same situation. I am referring to employment in the copper industry. The Bureau of Mines report which is very recent states that in 1955 total employment was 28,900. In 1957 instead of having unemployment, that employment has jumped to 32,400. In most of these metals employment is greater than it was in 1955 which was considered a good year for employment.

Mr. TABER. There is an item on the news ticker out in the lobby which indicates that the Kennecott Copper Co. has gone on a 6-day week, something they did not do during wartime. Let us get together and use our heads. Let us get a little backbone in us and turn this bill down. Let us not make fools of ourselves.

Mr. MATTHEWS. Mr. Chairman, I move to strike out the requisite number of words.

Mr. Chairman, I have listened intently to the debate during the past couple of days on this important measure because, believe me, I wanted to accommodate







Public Law 85-883  
85th Congress, S. J. Res. 135  
September 2, 1958

JOINT RESOLUTION

72 Stat. 1706.

Providing for the construction of demonstration plants for the production, from saline or brackish waters, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses.

Whereas official Government reports show unmistakably that the United States population is multiplying at a rate which by 1980 will triple the demand for supplies of fresh water, which if not available will adversely affect the national defense by jeopardizing the economic welfare and general well-being of vast segments of the population of the United States, as well as the population of some of our Territorial possessions; and

Whereas many cities, towns, and rural areas are already confronted by shortages of potable water that imperil health; and

Whereas the expanding population, industry, and agriculture of the United States are becoming increasingly dependent upon an assured augmented supply of fresh water while the future welfare and national defense of the United States rest upon increased sources of fresh water; and

Whereas research by governmental agencies, educational institutions, and private industry has brought about the evolution, on a limited scale, of methods of desalting sea water and the treatment of brackish water which give promise of ultimate economical results; and

Whereas the United States Government has the responsibility, along with safeguarding the national defense, and protecting the health, welfare, and economic stability of the country, to transform these experiments into production tests on a scale not possible of achievement otherwise; and

Whereas the Congress recognized its responsibility in this field by the enactment in 1952 of the Saline Water Act (66 Stat. 328), re-  
affirmed its position by the amendments to such Act in 1955 (69 Stat. 198); and the legislative history of such Acts reveals that the Congress recognized even then that the time had arrived for tackling the problem more realistically and effectively, but unfortunately the program was limited to such an extent that concrete results are not possible of attainment under the provisions of existing legislation; and

42 USC 1951  
et seq.

Whereas the Congress now finds it is in the national interest to demonstrate, with the least possible delay, in actual production tests the several optimum aspects of the construction, operation, and maintenance of sea water conversion and brackish water treatment plants: Now, therefore, be it

*Resolved by the Senate and House of Representatives of the United States of America in Congress assembled*, That (a) the Secretary of the Interior shall, pursuant to the provisions of the Act of July 3, 1952, as amended (42 U. S. C. 1951-1958), and in accordance with this joint resolution, provide for the construction, operation, and maintenance of not less than five demonstration plants for the production, from sea water or brackish water, of water suitable for agricultural, industrial, municipal, and other beneficial consumptive uses. Such plants shall be designed to demonstrate the reliability, engineering, operating, and economic potentials of the sea or brackish water conversion processes which the Secretary shall select from among the most promising of the presently known processes, and each plant shall demonstrate a different process. A decision with respect to the process to be utilized in the first of these five plants shall be made by the Secretary within six months after the date of approval of this joint resolution and decisions with respect to the processes to be utilized in the

Saline water  
research.  
Demonstration  
plants.  
66 Stat. 328.

Report to  
Congress.

other plants shall follow at intervals of not more than three months. Each such decision shall be reported promptly to the Congress and the construction of the plants shall proceed as rapidly as is possible.

(b) The construction of the demonstration plants referred to above shall be subject to the following conditions:

(1) Not less than three plants shall be designed for the conversion of sea water, and each of two plants so designed shall have a capacity of not less than one million gallons per day;

(2) Not less than two plants shall be designed for the treatment of brackish water, and at least one of the plants so designed shall have a capacity of not less than two hundred and fifty thousand gallons per day; and

(3) Such plants shall be located in the following geographical areas with a view to demonstrating optimum utility from the standpoint of reliable operation, maintenance, and economic potential—

(A) At least one plant which is designed for the conversion of sea water shall be located on the west coast of the United States, at least one such plant shall be located on the east coast thereof, and at least one such plant shall be located on the gulf coast thereof; and

(B) at least one plant which is designed for the treatment of brackish water shall be located in the area generally described as the Northern Great Plains and at least one such plant shall be located in the arid areas of the Southwest.

(c) As used in this joint resolution, the term "demonstration plant" means a plant of sufficient size and capacity to establish on a day-to-day operating basis the optimum attainable reliability, engineering, operating, and economic potential of the particular sea water conversion process or the brackish water treatment process selected by the Secretary of the Interior for utilization in such plant.

Contracts.

SEC. 2. The Secretary of the Interior shall enter into a contract or contracts for the construction of the demonstration plants referred to in the preceding section, and the Secretary shall enter into a separate contract or contracts for the operation and maintenance of such plants. Any such operation and maintenance contract shall provide for the compilation by the contractor of complete records with respect to the operation, maintenance, and engineering of the plant or plants specified in the contract. The records so compiled shall be made available to the public by the Secretary at periodic and reasonable intervals with a view to demonstrating the most feasible existing processes for desalting sea water and treating brackish water. Access by the public to the demonstration plants herein provided for shall be assured during all phases of construction and operation subject to such reasonable restrictions as to time and place as the Secretary of the Interior may require or approve.

Public  
assistance.

SEC. 3. The Secretary is authorized to accept financial and other assistance from any State or public agency in connection with studies, surveys, location, construction, operation, or other work relating to saline or brackish water conversion problems and facilities for such conversion, and to enter into contracts with respect to such assistance, which contracts shall detail the purposes for which the assistance is contributed. Any funds so contributed shall be available for expenditure by the Secretary in like manner as if they had been specifically appropriated for purposes for which they are contributed, and any funds not expended for these purposes shall be returned to the State or public agency from which they were received.

Termination  
of author-  
ity.

SEC. 4. The authority of the Secretary of the Interior under this joint resolution to construct, operate, and maintain demonstration plants shall terminate upon the expiration of seven years after the date on which this joint resolution is approved. Upon the expiration

of such seven-year period the Secretary shall proceed as promptly as practicable to dispose of any plants so constructed by sale to the highest bidder, or as may otherwise be directed by Act of Congress. Upon such sale, there shall be returned to any State or public agency which has contributed financial assistance under section 3 of this Act a proper share of the net proceeds of the sale.

SEC. 5. The powers conferred on the Secretary of the Interior by Administration. this joint resolution shall be in addition to and not in derogation of the authority conferred on the Secretary by the Act of July 3, 1952, as amended (42 U. S. C. 1951-1958). The provisions of such Act, except as otherwise provided in this joint resolution, shall be applicable in the administration of this joint resolution.

SEC. 6. When appropriations have been made for the construction Contracts. or operation and maintenance of any demonstration plant under this joint resolution, the Secretary may, in connection with such construction or operation and maintenance, enter into contracts for construction, for materials and supplies, and for miscellaneous services, which contracts may cover such periods of time as he shall consider necessary but under which the liability of the United States shall be contingent upon appropriations being available therefor. Unobligated appropriations heretofore made to carry out the Act of July 3, 1952 (66 Stat. 328), as amended (42 U. S. C. 1951 and following) shall be available for administrative and technical services, including travel expenses and the procurement of the services of experts, consultants, and organizations thereof in accordance with section 15 of the Act of August 2, 1946 (60 Stat. 806), as amended (5 U. S. C. 55a), in connection with carrying out the provisions of this joint resolution.

SEC. 7. There are hereby authorized to be appropriated such sums, Appropriation. not in excess of \$10,000,000, as may be necessary to provide for the construction of the demonstration plants referred to in this joint resolution, together with such additional sums as may be necessary for the operation and maintenance of such plants, and the administration of the program authorized by this resolution.

Approved September 2, 1958.







